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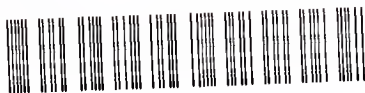
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REPORT OF
COMMISSION TO STUDY CONDITIONS
RELATING TO
BLIND PERSONS IN PENNSYLVANIA



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Harrisburg, Pennsylvania
1925

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LETTER OF TRANSMITTAL

To the General Assembly,
Commonwealth of Pennsylvania,
Session of 1925.

Gentlemen:

Complying with the provisions of Act 177, Laws of 1923, the Commission to Study Conditions Relating to Blind Persons in Pennsylvania submits herewith its report based upon the study it has made "of the laws and of educational, economic, and social conditions relating to blind persons in the Commonwealth," together with the recommendations which the Commission makes "as to legislation and policies to make the treatment, care, progress, and welfare of blind persons in the Commonwealth comparable with the most approved methods and practices."

Respectfully submitted on behalf of the Commission,

H. R. LATIMER,
Chairman.

Date April 15, 1925.

255514

REPORT OF COMMISSION TO STUDY CONDITIONS RELATING TO BLIND PERSONS IN PENNSYLVANIA

To the Members of the Senate and House of Representatives:

The Legislature of 1923 by Act 177 of the General Assembly provided for the appointment of a Commission of nine members "to make a study of the laws and of educational, economic, and social conditions relating to blind persons in the Commonwealth, and also to report to the next session of the General Assembly, with recommendations, as to legislation and policies to make the treatment, care, progress, and welfare of blind persons in the Commonwealth comparable with the most approved methods and practices."

In compliance with the provisions of this Act the Commission submits herewith its report and recommendations:

MEMBERSHIP OF THE COMMISSION

The Act, creating the Commission, provides that at least three of the nine members of the Commission "shall be women, and six, at least, experts in work to help the condition of the blind." In consonance with these provisions the Governor made the following appointments:

Mrs. W. G. FULTON, Member Board of Directors of the Lackawanna Branch of The Pennsylvania Association for the Blind, Scranton, Pa.

Miss ANNA B. PRATT, Director, The White-Williams Foundation, Philadelphia, Pa.

Mrs. FRANCIS J. TORRANCE, Member Board of Corporators, Western Pennsylvania School for the Blind, Pittsburgh, Pa.

Mr. OLIN H. BURRITT, Principal, The Pennsylvania Institution for the Instruction of the Blind, and Member Executive Committee of The American Foundation for the Blind, Inc., Philadelphia, Pa.

Mr. LIBORIO DELFINO, Field and Placement Officer, The Pennsylvania Institution for the Instruction of the Blind, and Philadelphia Representative of The Pennsylvania Association for the Blind, Inc., Philadelphia, Pa.

Senator HENRY E. LANIUS, Spring Grove, Pa.

Mr. H. R. LATIMER, Executive Secretary, The Pennsylvania Association for the Blind, Inc., and Member Executive Committee of The American Foundation for the Blind, Inc., Pittsburgh, Pa.

Dr. FRANCIS N. MAXFIELD, Director, Special Education, Department of Public Instruction, Commonwealth of Pennsylvania, Harrisburg, Pa.

Mr. JOHN H. MEADER, Superintendent, Pennsylvania Working Home for Blind Men, Philadelphia, Pa.

In making these appointments the Governor apparently had in mind three important fundamental principles:

First— Knowledge acquired by years of experience in working for and with blind people.

Second—An intimate and personal acquaintance with the problems involved by those who have themselves overcome the handicap of blindness, three of the nine members of the Commission being blind.

Third— The broader outlook upon this special field of those experienced in general educational and social work but without any particular experience in working with the blind.

Eight of the nine Commissioners were officially appointed between February 16 and February 21, 1924; the ninth on June 4.

Acting in compliance with the Governor's request Senator Lanius issued the call for the initial meeting of the Commission for the purpose of organization, to be held in Harrisburg on March 18, 1924.

Before proceeding to organize, the Commission met Governor Pinchot in the Executive Chamber as arranged by Senator Lanius. The Governor expressed his sympathetic interest in the problems of the blind and assured the Commission of his co-operation in their work.

ORGANIZATION

The Commission then organized, electing Senator Lanius Chairman and Mr. Burritt Secretary and Treasurer and naming as an Advisory Committee the Philadelphia members of the Commission with the Chairman as a member ex-officio.

As Executive Secretary the Commission appointed Miss Lotta S. Rand who had a background of general social service work before entering the specialized field of work for the blind and whose experience in work for the blind includes ten years' work with the Massachusetts Commission for the Blind; three months' disaster work among eye victims following the explosion at Halifax, Nova Scotia; and organization of the first courses on the Education of the Blind at Harvard University and the University of Pennsylvania.

As four members of the Commission were from Philadelphia and as the limited appropriation of \$5,000, provided for the work of the Commission, made it necessary to economize in every way possible, the Commission accepted the tender by the management of The Pennsylvania Institution for the Instruction of the Blind of office space at the school, located at 64th Street and Malvern Avenue, Philadelphia, Pa. The management of The Pennsylvania Working Home for Blind Men co-operated by aiding in equipping the Commission office. This co-operation of these two organizations for the blind thus supplied space with heat and light and equipment without expense to the Commonwealth except a nominal rental fee for typewriter and desk.

Unavoidable delays in the completion of the membership of the Commission and in the securing of necessary office equipment made it impossible to begin active work until about June 1. On June 2 Miss Gladys L. Holley was appointed as stenographer to the Commission. Unfortunately this was very near the summer vacation

period during which the staffs of the various organizations with which it was necessary for the Commission to confer, including particularly organizations working for the blind, were arranging their vacations. This delayed somewhat the Commission's work. Notwithstanding these obstacles the work of the Commission was advanced as rapidly as possible from its initial meeting on March 18 until by June 1 it was well under way.

Meanwhile Senator Lanius voluntarily relinquished the Chairmanship and at its second meeting on July 2 the vacancy thus created was filled by the selection of Mr. Latimer.

MEETINGS, HEARINGS, AND CONFERENCES

The Commission has held six meetings as follows:

March 18, 1924—Harrisburg, Pa.
 July 2, 1924—Philadelphia, Pa.
 July 31, 1924—Philadelphia, Pa.
 October 29, 1924—Pittsburgh, Pa.
 November 20, 1924—Philadelphia, Pa.
 January 28, 1925—Philadelphia, Pa.

The Advisory Committee of the Commission has held five meetings.

The Commission has also conducted three regional hearings to which were invited any and all persons in the locality who were interested in the problems set for the Commission, alike those in general social work and those engaged in some specific phase of work for the blind. These hearings were held on July 31, October 21, and October 29, 1924, at Philadelphia, Wilkes-Barre, and Pittsburgh respectively. Fifty-five (55) persons, representing twenty-eight (28) different organizations and five cities, have appeared before the Commission. The cities represented are:

Harrisburg, Philadelphia, Pittsburgh, Scranton, and Wilkes-Barre.

Two Committees were appointed by the Commission for the purpose of conferring with two state commissions for the blind, Commissioners Pratt and Meader visiting the New Jersey Commission for the Blind at its office in Newark on October 15; and Commissioners Torrance and Latimer visiting the Ohio State Commission for the Blind at its headquarters in Columbus on October 24, 1924.

Members of the Commission have also held four conferences with the representatives of organizations for the blind and with state officials as follows:

October 3 in Philadelphia with Miss Lydia Y. Hayes, Chief Executive Officer, New Jersey Commission for the Blind.
 November 19 in Harrisburg with Dr. Ellen C. Potter, Secretary of Welfare, Commonwealth of Pennsylvania.
 December 2 in Harrisburg with Governor Pinchot.
 December 12 in Philadelphia with The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind.

In order to distribute and facilitate its labors, at its meeting in Philadelphia on July 31 the Commission created nine committees of three members each, each of the nine commissioners being designated as chairman of one committee and a member of two other committees. The majority of these committees have held several meetings, giving considerable time to digesting the material on the topic assigned to them, gathered by the executive secretary and to drafting the material for the Commission's report.

In addition to these numerous meetings and conferences the Commission through its executive secretary has gathered a large amount of information from each state in the Union and from England. No questionnaire has been sent out by the Commission, but 1,172 letters have been written to state organizations, to organizations for the blind, and to others, including organizations having departments for the blind, such as the American Red Cross, Junior League, etc., in order to gather material from various sources on the topics to be studied by the Commission. Information received was forwarded to each member of the Commission.

WHY A COMMISSION FOR THE BLIND?

The question may have arisen "Why was a Commission for the Blind necessary, and what was it to accomplish?" As an answer to this question and as a matter of permanent record it may be well to state at this point the reasons for the appointment of the Commission.

An active interest in providing an education for the blind of the United States began almost exactly a century ago and naturally almost simultaneously in the then three most populous centers, New York, Philadelphia, and Boston. As a result of these initial efforts residential schools for the blind were organized in these three centers and incorporated soon after 1830. While these institutions were generally regarded as educational, the term "Institution for Instruction" being a part of the incorporated title of one of them, they were not considered by their founders as restricted in their scope to the training of children who were blind. Indeed through all the earlier history of these three oldest American institutions blindness, not age, was the one primary qualification for admission.

No sooner had the training of some of the first students been completed than the need of providing employment for those who had been taught was recognized. In an effort to solve this difficult problem these three institutions early in their history developed a "Work Department for Adults." At considerable financial loss they learned the lesson that an institution organized for instruction cannot afford from an economic or social point of view to provide training for children and employment for adults under the same roof and with the same staff.

Those interested in improving the condition of the blind soon learned, too, the need of providing instruction for those who acquired blindness in adult life, with particular reference to the able-bodied and mentally capable between 20 and 50 years of age. As a result of these initial experiments in essaying the impossible by attempting to provide in one place and under the same management the education of children and the employment of adults, in a few places in-

stitutions were organized to provide instruction and employment for the adult blind. In this field Pennsylvania was a pioneer in organizing in Philadelphia in 1868 The Pennsylvania Industrial Home for Blind Women and in 1874 The Pennsylvania Working Home for Blind Men.

In accord with the sociological trend of the time sporadic efforts continued along these lines until about the beginning of the present century in an effort to solve the difficult problems connected with the comparatively large number of blind adults.

Much thought was given by earnest students and workers with the blind between 1900 and 1920 in an attempt to solve these problems along the more progressive lines of the sociological thought of the new century. Voluntary associations were organized and temporary state commissions were appointed in a number of states to study the problem and to suggest solutions. As a result of this temporary work permanent state commissions were created in several states, charged with the duty of trying to improve and to increase the opportunities for the blind of all ages—improvement and extension of training, employment, placement and follow-up of capable, able-bodied adults; development of adequate plans for relief of the aged and infirm, based upon principles now generally accepted as economically sound and helpful, but not pauperizing to the recipient.

Philadelphia was one of the most populous centers of the country and as its citizens were actuated to a notable degree by a generous philanthropy, it was but natural that work for the blind of Pennsylvania should receive its initial impulse in this center of population. The Pennsylvania Institution for the Instruction of the Blind, begun in 1834; the two working Homes for the adult blind, organized in 1868 and 1874 respectively; The Friedlander Union (a sick and death beneficial organization), founded in 1871; The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, established in 1882; and the Chapin Memorial Home for Aged Blind, founded in 1906, were all felt to be Philadelphia institutions, although their work was state-wide and, except in the cases of the working Homes and the Friedlander Union, reached even outside the state.

With the increase of the state's population and the development of other more populous centers the parents of blind children in Western Pennsylvania with Pittsburgh as the center began in 1888 to agitate the question of the establishment of a school for the blind in Pittsburgh which resulted in the opening in 1890 of the Western Pennsylvania Institution for the Blind (now The Western Pennsylvania School for the Blind).

Meanwhile the investigations into the condition of the blind of Pennsylvania, with particular reference to the adult blind, initiated in 1903 by The Pennsylvania Institution for the Instruction of the Blind, were gradually extended over the entire state until its "Field Officer," himself blind, had invaded each of the state's sixty-seven counties, the school at Pittsburgh sharing the expense for the western tier of counties. With this new and more exact knowledge of the condition and the needs of Pennsylvania's adult blind, whether former pupils of the two schools or those acquiring blindness in adult life, with the knowledge that no adequate provision was available for the training of this large group of the state's needy and

worthy blind citizens, the school in Philadelphia heeded the Macedonian cry of Pennsylvania's blind, "Come over and help us," and opened in 1910 in the heart of the city its Salesroom and Exchange under the management of the man who had visited every blind person he could locate within the confines of the state.

Aroused by the knowledge of the needs of the blind which these investigations throughout the state had emphasized and in response to a growing realization of the need of greater opportunities for the adult blind of western Pennsylvania, The Pennsylvania Association for the Blind was founded the self-same year (1910) with headquarters in Pittsburgh. The leaders in this movement, realizing the growing demand for work for the adult blind along modernized lines, as indicated by the steady increase throughout the country in organizations for the adult blind, gave wise thought for the future growth and development of the Association which in 1912 was incorporated as The Pennsylvania Association for the Blind, Inc., and whose articles of incorporation provided that the Association might extend its work over the state as it could find ways and means to finance the undertaking.

This Association is competent under the law which created it to develop work for the adult blind in every center of the state where there is need for it and has branches in Pittsburgh, Scranton, Wilkes-Barre, and Harrisburg, and through this organization it was believed that the need for the adult blind of the state could be adequately met as soon as the funds could be found to finance the work.

Meanwhile there were being developed in various parts of the United States plans for relieving the needy blind. To meet these known needs almost nothing was being done in Pennsylvania, "The Chapin Memorial Home for the Aged Blind," founded in Philadelphia in 1906 and "The Blind Relief Fund of Philadelphia"—a voluntary movement begun in 1909 by the secretary of The Pennsylvania Home Teaching Society—being the only organized efforts to cope with the problem of blind relief. Sporadic efforts were undoubtedly made from time to time by individuals and organizations as individual cases came to their attention.

The growing realization on the part of all workers for the blind in the state of the acute need of opportunities for training and employing capable and willing blind men and women who are in the prime of life and the increasing pressure from these blind people themselves suggested the need of a commission for the study of this state-wide problem as it concerned this relatively large group of the blind citizens of the state.

Accordingly a bill was drafted by a group of workers for the blind and introduced into the Legislature early in the session of 1923 by Senator Henry E. Lanius of York, creating a commission to study all problems connected with the blind citizens of the Commonwealth and to formulate plans and initiate legislation to make these plans effective.

NUMBER OF PENNSYLVANIA'S BLIND—6,228

No accurate statement as to the number of blind persons in any unit of government can be made. That such information is lacking, when so much attention is given to the collection of statistical data, is due to several well recognized causes.

The Director of the U. S. Census Bureau, who is responsible for formulating plans for the census returns and for issuing instructions to the census enumerators recognizes full well the difficulties of endeavoring to secure an accurate count of blind persons through the average type of enumerator; probably no one is better aware than he of the inaccuracy of the U. S. census returns as to the numbers of blind people.

The definition of blindness, formulated with great care and thought, for the direction of the census enumerators in 1920 is the best evidence of the truth of this statement. The instructions to the enumerators as to persons blind were these: "Include as blind any person who cannot see well enough to read, even with the aid of glasses. The test in case of infants must be whether they can apparently distinguish forms and objects, and in the case of older persons who are illiterate whether they can presumably see well enough to read if they knew how to read. Do not include any person who is blind in one eye only."

The U. S. census returns of 1920, basing the enumeration on these instructions which were subsequently checked up by the Bureau, give 52,567 as the number of blind in the United States. This number is known to be far below the actual number of persons in the United States who are blind according to the generally accepted definition of the ophthalmologists.

According to the exact and scientific definition of the eye specialists, only he is blind whose brain and optic nerve convey not even the sensation caused by a ray of light. If this definition be accepted, the number of blind in the United States is small indeed. But for the determination of such practical questions as education, training, and employment, we must include in any enumeration of the blind those who have light perception, see shadows, or have varying degrees of defective vision below the minimum accepted standard. There is substantial agreement among ophthalmologists that, for the determination of the practical problems connected with education and employment, all who possess not more than one-tenth normal vision in the better eye may fairly be considered blind. This was the definition of blindness adopted by the war departments of the United States and England in the World War.

Accepting this as a practical working definition of blindness the ratio of blind persons to the general population is very much larger than it would be should the more exact and scientific definition of the eye specialist be adopted.

According to the federal census of 1920 there are in Pennsylvania 4,094 blind persons. State commissions for the blind have been in existence for a number of years in Massachusetts, New York, Minnesota and Ohio. These commissions endeavor to keep an active register of all the blind of their states. A rather careful analysis of the figures obtained through these four sources indicates that the U. S. census figures for 1920 are approximately only two-thirds of the correct number.

Among the most reliable figures available are those recently gathered by the New York State Commission. These figures indicate that, whereas the U. S. census enumerators returned 4,205 persons in New York State as blind, the Commission finds the correct number to be

8,001. The number of blind in the State of New York returned by the Census Bureau, therefore, is apparently only about 53% of the correct number. Basing our comparisons on this revised number, 8,001, we may say that there is apparently in New York State one blind person to every 1,298 of the general population. By using the average percentage of discrepancy in the four states indicated a reasonably accurate ratio seems to be one blind person to every 1,400 of the general population. On this basis the number of blind persons in Pennsylvania would be 6,228 which in the judgment of workers for the blind is a conservative estimate.

AGE DISTRIBUTION

Several studies that have been made seem to warrant the general statement that in the United States of every ten blind persons one is under 20, four are between 20 and 60, and five are over 60 years of age. On this basis, of the 4,094 returned as blind in the State of Pennsylvania by the census enumerators in 1920, the numbers within these three age groups are approximately:

Under 20	409	10%
Between 20 and 60	1,638	40%
Over 60	2,047	50%
	<hr/>	<hr/>
	4,094	100%

On the basis of the Commission's revised figures, 6,228, which is approximately one blind person to every 1,400 of the general population, the age distribution would be as follows:

Under 20	623	10%
Between 20 and 60	2,491	40%
Over 60	3,114	50%
	<hr/>	<hr/>
	6,228	100%

These figures and similar data gathered elsewhere indicate that about 10% of the blind population are under 20; that 40% are between 20 and 60; and that 50% are over 60 years of age. Approximately 90%, therefore, of the blind of the United States are over 20 years of age. And these figures hold for Pennsylvania.

SEX.

Of the 52,567 persons returned as blind by the 1920 U. S. census 30,160 or 57% were males; 22,407, or 43%, females. By the same authority of the 4,094 persons returned as blind in the state of Pennsylvania 2,408, or 59%, were males and 1,686, or 41%, females.

The New York State Commission of 1903 in analyzing similar data, based on the 1900 census, found that approximately 55% of the blind of New York State were males and 45% females. Similar data for the state of Massachusetts, based upon a state census of the blind in 1922 made by the State Commission, show 53% male and 47% female.

Assuming that the percentage of correctness and of error in the U. S. census are applicable alike to the males and females of the state of Pennsylvania, of every 100 blind persons in the Commonwealth approximately 59 are males and 41 females.

Based on 1920 census figures	Based on Commission's estimate
2,415 male	3,675 male
1,679 female	2,553 female
<hr/> 4,094	<hr/> 6,228

RACE

The 1920 federal census classifies Pennsylvania's 4,094 blind on the basis of race thus:

3,898 White
194 Negro
1 Indian
1 "Other Colored"

Approximately 95% of the state's blind are, therefore, white; 5% colored. And this in a state that stands eleventh in the number of its colored population, containing a city whose negro population is the second largest in the United States.

EXISTING PROVISIONS FOR THE BLIND OF PENNSYLVANIA

During the century that has elapsed since work for the blind was initiated in Philadelphia as a center, radiating into Pennsylvania, New Jersey, Delaware and into Maryland until the organization of the Maryland School for the Blind in 1853, there have been developed in the state of Pennsylvania the following organized agencies for the blind.

I For the training of blind children of pre-school age: a special appropriation on a daily per capita basis, administered by the State Council of Education, initiated in May, 1913.

II For the education and training of blind youth: The Pennsylvania Institution for the Instruction of the Blind, Overbrook, Philadelphia, Pa.
The Western Pennsylvania School for the Blind, Pittsburgh, Pa.

*State aid for blind students of Pennsylvania attending institutions of higher learning.

St. Mary's Institute for the Blind, Lansdale, Pa.

III For the housing, training and employment of the adult blind:

The Pennsylvania Industrial Home for Blind Women, Philadelphia, Pa.

The Pennsylvania Working Home for Blind Men, Philadelphia, Pa.

*See Act 70-A in Appendix of this report.

The Pennsylvania Association for the Blind, Inc., with headquarters at Pittsburgh and branches in Pittsburgh, Scranton, Wilkes-Barre, and Harrisburg.

The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, Philadelphia, Pa.

The Chapin Memorial Home for Aged Blind, Philadelphia, Pa.

A complete list with the purposes of organizations for the blind is given in the Appendix of this report.

PREVENTION OF BLINDNESS

Causes of Blindness:—In listing the causes of blindness the U. S. census enumerates the most frequent causes in the following order:

Cataracts

Glaucoma

Atrophy of the Optic Nerve

Ophthalmia Neonatorum, i. e., Babies' Sore Eyes

Traumatism, i. e., Accidents

While little reliance can probably be placed in these data on the causes of blindness, gathered by the Census Bureau, there is substantial agreement among ophthalmologists that these causes are among the most common even though their relative rank may be successfully challenged.

The Commission is not competent to elaborate the causes of blindness or to make any statement as to their relative frequency even if any practical results would follow such a statement. Attention should, however, be directed to a few of the common causes of blindness which are known to be preventable.

OPHTHALMIA NEONATORUM—BABIES' SORE EYES

As is now rather generally known one of the most frequent causes of blindness in very young children is *ophthalmia neonatorum*, more popularly known as "babies' sore eyes." The National Committee for the Prevention of Blindness has been at considerable pains to collect data during the past seventeen years as to the numbers and percentage of pupils blind from ophthalmia neonatorum among the pupils admitted annually into residential and day schools for the blind. The percent varies between approximately 27% and 13%. The smallest number of schools supplying data for these conclusions is ten, the largest forty-nine. Yet The National Committee, although using every possible precaution to secure accuracy of information, questions the reliability of their data.

Many, but by no means all, of the residential schools for the blind in the United States and Canada now have attached to their staffs competent ophthalmologists to examine carefully each pupil admitted to the school. The Commission has not ascertained which and how many of these schools have recognized the importance of this and have made provisions for it.

We have, however, reliable data as to the causes of blindness of pupils enrolled in the two residential schools for the blind, maintained within the state of Pennsylvania, in Philadelphia and Pittsburgh.

During the thirty years, 1895 to 1924 inclusive, 1,037 new pupils have been admitted to the school in Philadelphia, of whom 274, that is 26.3%, have been blind from ophthalmia neonatorum.

During the thirty years, 1895 to 1924 inclusive, 586 new pupils have been admitted to the school in Pittsburgh, of whom 116, that is 19.8%, have been blind from ophthalmia neonatorum.

For the two schools for the thirty-year period 24% of the new admissions have been blind from ophthalmia neonatorum. If these new admissions to the two Pennsylvania schools be distributed into five-year periods the percentages blind from this cause are as follows:

1895-1899—21.4%	1910-1914—22.8%
1900-1904—25.6%	1915-1919—24.7%
1905-1909—32.5%	1920-1924—17.4%

The numbers here are too small to warrant any final conclusion. It should, however, be noted that since the peak was reached for the five-year period, 1905-1909, when 32½% of the pupils admitted were blind from this one preventable cause there has been a decline in the number of new pupils blind from ophthalmia neonatorum that have actually entered these schools, the percentage for the last five-year period, 1920-1924, being approximately 17% of all new admissions.

The most that can be said is that these statistics tend to confirm the feeling among students of the causes of blindness that the large amount of publicity given to the ability to prevent blindness from ophthalmia neonatorum, "babies' sore eyes," is yielding results. Yet the September 1923 issue of the Journal of the American Medical Association says: "So far have protective measures been forgotten that recent statistics from Pennsylvania show that in 1920 in only 20 cases out of 35, and in 1921 in only 22 out of 33, was any prophylactic employed, and of 49 cases reported aside from those left with defective vision, 2 were made absolutely blind."

Pennsylvania apparently has a satisfactory law requiring the prompt reporting of cases of swollen or inflamed sore eyes of babies. It is not so certain, however, that proper provision is made for their treatment when cases are reported by anyone other than a practicing physician.

Pennsylvania does not require the use of a prophylactic by physicians. It does require (by regulation of the licensure bureau of midwives) that midwives shall use one.

The use of a prophylactic by physicians and midwives is required by law or regulation in many of the states. The Commission has secured the opinions of a number of eminent ophthalmologists and state boards of health as to whether the compulsory use of a prophylactic in the eyes of the new-born is desirable. There seems to be no unanimity of opinion and the question appears still to be a debatable one. One writes that he "would confine the use of the prophylactic to all suspected cases and to births in eleemosynary institutions." Another feels "that the percentage of blindness among children would be much reduced by making the use of a prophylactic

compulsory immediately after birth" and further "recommends that prophylactic outfits be distributed free with printed directions for the use of same." Another believes "that physicians should not be required by law to take any specific action in regard to this practice, but that all cases of ophthalmia neonatorum should be reported promptly on their occurrence, and that there should be on every birth certificate the inquiry of the attendant, whether a physician or midwife, 'Have you used a prophylactic against ophthalmia neonatorum,?', or more simply 'A protective agent against babies' sore eyes?'"

A few years ago this query as to the desirability of the compulsory use of a prophylactic was presented to the New York Academy of Medicine and to the New York State Medical Association. It was not endorsed by the Academy and definite action was not taken by the Medical Association. The Academy felt very strongly that it was not an advisable measure.

The best protection is widespread information together with a ready accessibility of silver salt at every birth. The prophylactic should be supplied gratuitously, whether by the state or municipality, in hermetically sealed, light-proof ampules, and in sufficient quantities that one may never be lacking when a child is born.

The Commission concludes that it is not practicable to require by law the use of a prophylactic in the case of every new-born child in the state of Pennsylvania, but that the State Department of Health should continue to give attention to the prevention of blindness and in particular to rules and regulations as to the use of a prophylactic in the eyes of the new-born and the desirability of reporting its use on the birth certificate.

INDUSTRIAL ACCIDENTS

The State Department of Labor and Industry has full authority bestowed upon it by law to demand adequate protection for industrial workers and to regulate and prescribe all kinds of safety devices, including protection of the eyes by goggles. The Department apparently has excellent safety standards for head and eye protection. The laws on this important matter are believed to be adequate in their present form.

WOOD ALCOHOL

The Secretary of Health advises the Commission as follows concerning the manufacture, distribution and sale of wood alcohol: "On January 19, 1920, an embargo was placed on the use of wood alcohol by manufacturers, distributors and dealers of non-official preparations and requiring the filing of an affidavit by all such manufacturers to the effect that their product did not contain wood alcohol. This embargo was later removed and at the present time there are no laws pertaining thereto."

TRACHOMA

Trachoma is a reportable disease and the state and local boards of health have power to deal with it. Fortunately trachoma is not believed to be a very frequent cause of blindness in Pennsylvania. In

view of the competency of the State Board of Health to prescribe regulations for coping with this highly contagious disease no additional laws on this subject seem to be required.

TRAINING OF MIDWIVES

Some cases of blindness are known to have resulted from the indiscriminate and unregulated practice of midwifery. The conditions under which midwives practice have been investigated in various parts of the country with a view to securing data as to the extent to which this cause may be responsible for the spreading of communicable and infectious diseases with particular reference to those which produce blindness. As a result of those studies some municipal and state governments have prescribed by law regulations for the training and practice of midwifery.

Satisfactory legislation exists in Pennsylvania, providing for the proper training and experience of midwives. The laws of 1913 and the rules of the State Department of Health provide for graduation from an approved school of midwifery or for other satisfactory evidence of competence, and examination in the English language only is required.

SCHOOL MEDICAL INSPECTION

Pennsylvania has an excellent medical inspection law which is working well. It requires the annual examination of the eyes of school children. The law also permits any school district to provide for the care and treatment of defective eyes and teeth of all pupils in the public schools.

CONSERVATION OF VISION CLASSES

Much has been said and written of a scientific and popular nature about blindness resulting from ophthalmia neonatorum, a practically preventable cause of blindness; but little publicity has been given to the need for special provisions for the education of children handicapped by serious visual defects who are yet not blind. It is undoubtedly true that the failure to discover these eye defects in school children and to make adequate provision for them concerns the health, happiness and economic independence of far more future citizens of the commonwealth than does ophthalmia neonatorum as a cause of blindness.

Conservation of vision classes may be established in accordance with Section 1413 of the state school law. This section provides for special classes of various kinds and conservation of vision comes within the scope of this law. The law places the responsibility of providing this special instruction clearly upon the authorities of the school district in which these children reside but it provides that the state shall reimburse each local district to the extent of one-half the cost of maintaining these special classes or of otherwise providing instruction for these children. This provision of the law has never been complied with. Under our American form of government, however, this principle is sound; the law should be complied with, amended, or repealed. This feature of the law has been receiving recently considerable careful consideration by the State Department of Public Instruction and an effort will be made to correct this defect.

The Commission has made a determined effort to ascertain whether sufficient data have been gathered to warrant any dependable statement as to the numbers of school children having these serious eye defects. The best information obtainable is that approximately one of every 500 to 800 school children has vision so seriously defective as to require special provisions, demanded by visual defects.

In the public schools of the commonwealth there are enrolled approximately 1,590,000 children. Using one to 800 as a conservative estimate of the ratio of children with defective vision to the general school population, there are in Pennsylvania perhaps 1,875 public school children whose vision is reduced 50% or more below normal.

Through the State Department of Public Instruction we have secured the school population of 31 of the largest cities of the state, those cities ranging between Philadelphia with a total population of 1,823,779 and Braddock with a population of 20,879. In the Appendix of this report will be found a table, showing the estimated number of sight-saving classes needed to meet the requirements of the school population in these 31 largest cities of the state with the numbers of children in each city, based upon the ratios of one to 500 and one to 800 respectively. The more conservative ratio—one to 800—would indicate that there are approximately 782 children in the school population of these 31 cities eligible to conservation of vision classes.

Basing its decision upon data, gathered from other states as well as Pennsylvania, the Commission concludes that each city or township with a population in excess of 25,000 having a school population in excess of 5,000 should provide special instruction for its children with serious eye defects.

In view of the multiplicity of demands upon public schools of the state and the increased costs of providing public school instruction, it is not surprising that the educational authorities have been slow in organizing special classes for those who are visually handicapped. Philadelphia has made a good start in this direction in organizing twelve such classes, enrolling 156 pupils. How much remains to be done is indicated by the statement that, on the basis of the conservative estimate of one child with defective vision to 800 school children, there are 368 such children in Philadelphia which would require 37 classes and that Pittsburgh, the second city in size in the state with one hundred such children which would require 10 classes, has not yet organized a single class—a statement that is equally true of all second class school districts of the state between Scranton with a school population of 27,124 and Hazleton with a school population of 7,299. How far Pennsylvania is from meeting its obligation to these children may be indicated by the statement that whereas the sixteen most populous cities of the state have an estimated number of 689 children with defective vision to meet whose needs 68 classes are required on the basis of a class for each ten such children, only twelve classes have been organized, meeting the needs of 156 of these children, and these all in Philadelphia.

Among the special requirements for these children are these:

1. Specially trained teachers.
2. The best lighted rooms in the school building.
3. Specially printed text books, now technically known in this country as "Clear Type" texts. These should be printed on unglazed manila paper of a carefully selected tint. Eye specialists recommend antique India tint with broad face type, technically known as "Caslon Bold," 24 point, with large line spaces.
4. A special desk, provided with an adjustable top, not fastened to the floor, but capable of being moved to any position to secure the best possible light and to allow for placing during blackboard work in positions suitable to the need of each individual pupil.
5. A large variety of manual instruction.
6. Musical instruction at least equal to the maximum provided in any school for the seeing with special and extended instruction for those especially talented.
7. Adequate provision for physical development through formal instruction and play.
8. Special provision for intensive placement and follow-up work for these seriously handicapped children with special reference to the possibility of an increasing visual handicap.

The Commission believed that the special education of all children most thought to the needs of these school children, handicapped by serious visual defects, is that their education should be broad and liberal; it should be well planned and supervised; that many of these children have such poor vision as to render them almost as seriously handicapped economically as some who are totally blind; that the vision of many of these is bound to deteriorate with the inevitable result that some of them will enter upon their life work as blind or nearly blind citizens.

The Commission believed that the special education of all children whose visual acuity with properly fitted glasses is less than $\frac{5}{10}$ and more than $\frac{1}{10}$ normal should be provided for in the public schools of the state and that this duty and opportunity should be recognized including a frank admission of the excess of cost over providing education for children whose vision is normal.

EDUCATION OF THE YOUNG BLIND

NUMBER OF BLIND CHILDREN OF SCHOOL AGE IN PENNSYLVANIA

While the age limits within which children are admitted into residential schools differ somewhat in various states the more usual limits are between five and twenty-one. According to the United States census there were in the state in 1920, 435 children between 5 and 19 years of age, inclusive, or 10.6% of the 4,094 persons enumerated as blind.

Assuming that this same percentage holds for the Commission's revised figure, 6,228, their number is 661. In this number are included all grades of physical and mental abilities, the able-bodied and the weakling, those with intelligence designated by the student of psychology as of superior and average ability and likewise the dull, backward, and feeble-minded. No accurate figure is obtainable as to what proportion of these children of school age are incapable of instruction because of physical or mental incapacity. Basing our estimate upon studies that have been made in residential and day schools for the blind we believe 15%, or 99, to be a conservative estimate. Of the remaining 562 pupils there are enrolled in the two residential schools in the state approximately 300, leaving 262 who are receiving no instruction so far as is known. If these figures are correct there are almost as many blind children between these age limits of 5 and 19 who are receiving only such casual training as is provided in their own homes—which means in most instances little or no training at all—as are in schools. Whatever the number may be it is known to be large enough to argue strongly in favor of the necessity of amending the compulsory education law so that it shall apply to blind children.

PROVISIONS FOR THEIR TRAINING

Prior to the adoption in 1911 of the present School Code as an integral part of the state's school law, all state provisions in Pennsylvania for the education of blind children were comprehended in the appropriations made each biennium by the General Assembly for this specific purpose to the two privately managed schools for the blind located in Philadelphia and Pittsburgh. As these appropriations have been made in varying amounts in accordance with the supposed need, in the first instance to The Pennsylvania Institution for the Instruction of the Blind since its incorporation in 1834 and subsequently to the Western Pennsylvania School for the Blind since its foundation in 1888, this custom of ninety years has become crystallized into a uniform procedure that is not easily changed. In fact, although the responsibility for securing suitable education for blind children in Pennsylvania has rested on the school districts of the state since 1911 in accordance with the provisions of section 1413 of the school code, each General Assembly has continued to make appropriations to the two schools for the blind without reference to the requirements of the state school law.

However, at no time since the adoption of the present school code in 1911 have these appropriations been adequate to meet the actual cost, even though fully \$50,000 a year from the income of private funds has been applied in recent years to the education of Pennsylvania's blind children thus materially reducing the amount that the state is morally, if not legally, bound to supply.

The appropriations to these schools for the current biennium (1923-1925) were so much less than their actual requirements under the most economical management that it was necessary either to secure a very substantial increase in income from other sources, or incur large deficits, or close the schools for a substantial portion of the biennium. As the managements were unwilling to close the schools for any appreciable part of the school year and thus to that

extent deprive approximately 300 blind children of their right to an education, they chose to make the effort to secure additional funds and incur whatever deficiencies were unavoidable.

Accordingly a plan was devised with the approval of the State Department of Public Instruction whereby under the provisions of the school code the school districts might be asked by these schools to pay \$250 per year per pupil toward their tuition, this being the estimated amount of the annual per capita deficiency. In some cases this was paid, in others the request of the school has been refused or ignored.

Under this plan the Western Pennsylvania School for the Blind at Pittsburgh has demonstrated the fact that school boards, when the matter is properly presented, will usually cooperate in providing training for blind children residing in their districts by contributing their reasonable share of the expenses involved. And incidentally Mr. B. S. Joice, superintendent of this school has done some excellent educational work among the school districts of western Pennsylvania by his systematic and persistent efforts to secure for each year of the biennium 1923-1925, \$250 per pupil from each school district having a pupil enrolled in the Pittsburgh school.

Unfortunately the system by which all payments toward the cost of instruction of the state's blind children in these two residential schools had been made by the state led school districts to ignore their responsibility for the education of blind children. It was, therefore, left to parents or other interested persons or agencies to make application for the admission of these pupils to these schools. This system led to the common belief that these schools are "State-aided," i. e., subsidized by the state; that it was the duty of the state, not of the local school district, to provide for the education of blind children; and that the state was meeting its full obligation in this important matter. Moreover even where school boards wish to secure this education for their blind children, under the present provisions of the law they cannot proceed in the matter without the written consent of the parents.

PENNSYLVANIA'S APPROPRIATIONS FOR EDUCATING THE YOUNG BLIND

For the state's fiscal biennial period, ending May 31, 1925, Pennsylvania provided \$228,000 for the training of its blind youth, an annual appropriation of \$114,000 distributed as follows:

For approximately 7 blind children under 8 years of age at a daily per capita rate of \$1.50	\$ 4,000.00
For a maximum of 135 pupils at the Western Pennsylvania School for the Blind, Pittsburgh.	47,500.00
For a maximum of 175 pupils at The Pennsylvania Institution for the Instruction of the Blind, Philadelphia.	60,000.00
For blind students, attending institutions of higher learning.	2,500.00
	<hr/>
	\$114,000.00

Deducting the appropriations for the educating of the children of pre-school age and for students attending institutions of higher learning, which amounts to only \$6,500, Pennsylvania is now providing only \$107,500 annually for the education of the blind children of the commonwealth which, on the basis of the registration at the two schools for the blind of approximately 300, is an annual per capita appropriation of only \$358.30.

In a recent study as to per capita provisions in twenty schools the per capita cost figures ranged between a minimum of \$324.14 and a maximum of \$1,154.03. It is a significant fact that for nineteen of these twenty residential schools, representing eighteen states, selected from the northeast, southeast, central and mid-west and the western coast, the states make a much more generous financial provision for their blind children than Pennsylvania provides.

This condition is readily accounted for by the fact that education for the blind in Pennsylvania began about ninety years ago as a private enterprise, the result of private initiative. Under this system the state has been asked only to supplement private income as may have been necessary from time to time. So long as the private institutions have been willing and financially competent to carry this burden the state has been willing they should do it. So far as the schools for the blind are concerned this appropriation has always been on a sound basis, namely that of per capita cost. Until about six years ago the state met the entire difference between the per capita cost and the per capita income from private funds. The Legislatures of 1921 and 1923 granted deficiency appropriations which made good this difference. During the current biennium deficiencies have again been incurred because Pennsylvania failed to provide the actual minimum requirements clearly presented to their representatives in the Legislature and to the Governor, prior to making the appropriation. These deficiencies in the two schools for the current biennium (1923-1925) will approximate \$70,000 which, for the 300 children in attendance, is a per capita deficiency of \$233.00. In one of the schools for the fiscal year ended May 31, 1924—the last for which figures are available—Pennsylvania provided approximately *three-eighths* of the cost of instruction and maintenance, though *four-fifths* of the pupils in attendance were Pennsylvania state pupils.

A recent study of per capita costs shows that the average annual per capita cost in six southern states was \$466.77; in six mid-western states, \$707.06; in six schools, two of which are in Pennsylvania, two in New York, one each in Massachusetts and Connecticut, the average per capita cost was \$771.23. It is clear, therefore, that at least for the past six years Pennsylvania has been providing less *than two-thirds* of the difference between the actual cost and the income available from private funds. The minimum from the state should be *this entire difference*. Indeed, why should the state not provide the entire cost? If this were done Pennsylvania would still be educating its pupils at less cost to the state than the average cost in other leading states. It would mean, however, practically doubling the present appropriation. This would release the income from private funds

for studies and investigations that would point the way to a proper division of its student body and more adequate instruction for the several groups.

By legislative act of 1923 the two schools for the blind in Pennsylvania were transferred from the supervision of the Department of Welfare to that of the Department of Public Instruction. This transfers them from the list of charitable institutions, maintained in part by the state, to the state's educational institutions—an enormous stride forward in correct classification and in a new emphasis upon their educational character in contradistinction to the more general idea that they are charitable institutions.

This Commission approves the appropriation of money by the state for the assistance of blind students at institutions of higher learning, as provided in Act 70-A, of the 1923 Legislature. (See Appendix.) Section 1440 of the school code should, however, be so amended as to include in each biennial appropriation provision for the kinds of assistance mentioned in the appropriation act of 1923, thus making unnecessary a separate appropriation for this purpose by each General Assembly.

This Commission approves the appropriation of money to be expended in the care and training of blind children of pre-school age, as provided in Section 1439 of the school code.

RESEARCHES IN THE EDUCATION OF THE BLIND

The Commission approves the research work in intelligence tests and test technique initiated by the Pennsylvania Institution for the Instruction of the Blind and The Perkins Institution and Massachusetts School for the Blind and now being systematically conducted by these schools and by other residential and day schools for the blind that recognize the importance and value of these studies and can meet the comparatively small expense involved.

The Commission desires to call particularly to the attention of the Legislature and of all interested students of the problems that are concerned with the training and subsequent employment of the young blind, a monograph entitled, "What Can the Blind Do?"—A Study of Five Hundred Former Pupils of The Pennsylvania Institution for the Instruction of the Blind," by Miss Ruth Sargent, Research Assistant at The Pennsylvania Institution for the Instruction of the Blind.

The list of 500 names which forms the basis of this study is comprised of all pupils who were discharged from this school during the fifteen-year period from 1907 to 1922, inclusive. It includes those who had a little vision as well as the totally blind, the backward and in some cases the feeble-minded as well as the brilliant child. The actual number of those living about whom some recent information was obtained, is 337, or about 67% of the entire group. The number deceased, 58, brings the total to 395 so that we may say that four-fifths of the 500 are accounted for.

The following significant facts are based upon the data for the 337.

1. Of these 337 children, 241 lost their sight before they were five years of age. Only 34.4% of this number received

any instruction before coming to Overbrook yet the median age of entering school is ten, and some did not enter until after they were twenty years of age.

2. Thirty-two percent (32%)- of this group are either foreign born or have at least one foreign born parent.

3. During the years from 1916 to 1922, 116 of these pupils were enrolled and so had intelligence tests that are now an established routine of the school. More than half of them have intelligence quotients above 90, which shows them to be capable of receiving an education; 30% have received at least one diploma of the school and many more are now self-respecting and independent citizens as a result of the all-round training they received in the literary, music, physical training, and manual arts departments.

4. The boys are in forty different occupations and the girls in twenty-two, ranging between handwork of a more or less mechanical type to positions of an executive and professional nature that demand a high order of ability.

5. The interests of those who have gone from school show that they hold membership in clubs, societies and churches just as seeing people do, and that they enjoy many of the recreations, both passive and active, that occupy the leisure of people of their social and intellectual strata.

6. The economic status of these 337, as shown in the "Status in Community" is very encouraging, showing as it does that 181, or 53.7% of the group are self-supporting or better; that 60, or 17.8%, are contributing to their own support; while only 61, or 18%, are dependent. This is a conservative figure for those who are self-supporting or better, for there were 23, or 6.8%, who at the time of this survey were still in schools of higher education and will undoubtedly join the group of self-supporting people. Then, too, there are 100, or 29% of the group, who were enrolled as pupils for less than five years and cannot be considered as fully trained for their life work. It, therefore, seems fair to say that at least 60% of this group of blind people more or less adequately trained and equipped for life, are self-supporting, and that about 18% more are making substantial contributions to their support.

CONCLUSIONS AND RECOMMENDATIONS AS TO EDUCATION OF YOUNG BLIND

It is, therefore, the sense of this Commission that:

1. The education of blind children should be assured as definitely by law as that of seeing children. That such education should be provided is a responsibility resting upon the school district.

2. This education should be assured to children whether their parents consent to their being sent outside the district or not. The clause in Section 1413, requiring the consent of parents, **should be stricken out** and a proviso inserted covering cases receiving approved

private instruction at home. The state's compulsory education law should be so amended as to require that all blind children between the ages of six and sixteen years shall be provided with special education either within the school district or in approved schools outside of the district.

3. School districts should bear some of the expense of the special education, the remainder to be paid from state appropriations. The share paid by the school districts should in no case be less than the per pupil cost of the education of seeing children in the district. Whether blind children be taught in their own homes, in special classes organized as a part of the public school system, or in residential schools, it is universally admitted that this education is far more costly than that of normal seeing children.

The Commission, therefore, recommends that the school district meet one-fourth and the state three-fourths of the cost of instruction of all blind children, receiving approved instruction, between the ages of six and twenty-one; and that the state meet the entire cost of all pupils under six and over twenty-one years of age.

4. That state appropriations to the schools for the blind should be on a per pupil basis. This appropriation together with the amount paid by the school districts should not be less than the per pupil cost of instruction and maintenance in these schools, except that the amount paid should not exceed the tuition charge made by these schools to private pupils or to the other states which pay the tuition of pupils at one of these schools.

5. Payments from state appropriations and school districts to these schools on a per pupil basis should be considered as a payment for service rendered and not as a "subsidy" or as "state-aid."

THE BLIND IN PUBLIC SCHOOLS

Within recent years, chiefly within this century, provision has been made for the education of blind children in connection with the public school systems of a few of our larger cities. This movement has much to commend itself to students of education, psychology and sociology. It brings blind children into contact with seeing children in varying degrees. They join seeing children in many of the school activities. They learn by actual daily contact what they must be able to do to compete with those who see. The home ties are maintained, the child being a member of the household as are the other members of the family attending day schools. He learns the limits of the family, financially and otherwise. On the other hand as so far developed the day schools provide little actual contact with seeing children, very little physical development, little opportunity for individual instruction in music and almost no manual training facilities, matters that are of vital concern in the training of the totally blind child.

These classes can be provided economically only in the more populous centers and they cannot cope at all adequately with the numerous problems connected with the training of blind children of deficient mentality.

Where these special classes are functioning most satisfactorily, a special room is equipped for these children in groups usually not exceeding ten where, under the direction of a special teacher, each child

prepares his lessons, no matter to which grade he may belong. He joins his grade for the recitation period and then returns to his special classroom and teacher for further preparation.

Pennsylvania has not entered upon this experiment. It has, however, recognized the importance of limiting the years of institutional training in the case of as many normal blind children as can be provided for by combining the facilities of the residential school with those of local high schools, vocational and professional schools, colleges, and universities.

The Commission believes that the necessary provisions should be made to increase these opportunities so that at the earliest practicable date in his training the normal blind child may learn how to get on among seeing people with whom he must later live and that every possible advantage should be provided by combining all the facilities of the residential schools and the communities in which they are located.

EDUCATION AND TRAINING OF THE ADULT BLIND

Earlier in this report it has been stated that approximately 90% of Pennsylvania's blind are over 20 years of age.

Thus stated our problem is seen to be predominantly a problem that concerns adults of whom at least 50% are past the usual wage earning years of seeing adults. To this 50% must be added an unknown but rather large percentage of men and women between 50 and 60 years of age who can have but little earning capacity under the double handicap of blindness and oncoming old age. The problems that concern many, probably the majority of this comparatively large number, considerably more than one-half of the adult blind citizens of the commonwealth, primarily center about the question of relief. This problem is considered further on in this report.

In the attempts to provide in the United States opportunities for training and remunerative employment for the able-bodied, able-minded blind Pennsylvania is one of the pioneer states. In fact the first attempts to solve this difficult problem were made almost simultaneously in conjunction with the three oldest institutions, established at about the same time in Philadelphia, New York and Boston.

Mr. William B. Wait, for forty-two years Principal of the New York City Institution for the Blind, often said, "It took the New York Institution for the Blind thirty years and cost them more than \$40,000 to learn that it was impracticable from the social point of view and fatal from an economic, to attempt to conduct under the same roof and management the education of blind youth and the employment of blind adults."

The Pennsylvania Institution for the Instruction of the Blind in Philadelphia and The Perkins Institution and Massachusetts School for the Blind in Boston likewise attempted the impossible. Scarcely had the school in Philadelphia been opened before capable, able-bodied adults knocked at its doors asking admission to procure what could not be secured elsewhere, training of hand, mind, and body to enable them to earn a competence.

Early in his administration Mr. William Chapin, for forty years save one Principal of The Pennsylvania Institution for the Instruction of the Blind, began to develop sentiment in Philadelphia, Penn-

sylvania and adjoining states in favor of separate institutions for the adult blind whose numbers and whose problems of training and employment were engrossing too much of the time and drawing too largely upon the financial resources of the Philadelphia institution. As early as 1852 he began to unfold his complete scheme for the blind almost literally "from the cradle to the grave." This scheme was:

- "1. An Institution for Instruction only, as at present,
2. A Working Home for the Employment of the Industrious Blind, and
3. A Retreat for the Infirm and Aged Blind." *

About fifty years later this vision of Mr. Chapin became a reality in Philadelphia. A mere enumeration of the institutions as he visualized them as they have been organized is an index to this development.

In 1833 The Pennsylvania Institution for the Instruction of the Blind, primarily a training school for blind youth.

In 1868 The Pennsylvania Industrial Home for Blind Women.

In 1874 The Pennsylvania Working Home for Blind Men.

In 1906 The Chapin Memorial Home for the Aged Blind.

As the difficulties of supplying remunerative employment for the blind are increased enormously by the problems of providing suitable living arrangements for the workers and in entire accord with the sociologic and philanthropic thought of the times these initial efforts very naturally centered for women about a Home with provisions for suitable occupations for the inmates; and for men, about a Factory with a Home feature for the employees. These fundamental principles obtained in the United States from their inception about 1865 until approximately the close of the last century.

With the change that had come about by the opening of the present century in the thought and attitude of the philanthropist, social worker, educator, and economist toward the problems that concerned the handicapped with emphasis upon the principle of salvaging for society the capabilities of even the most incapable—a principle to which the World War gave an enormous impulse—came a change of plans for aiding the adult blind, particularly the capable blind of working age, that is speaking broadly those between twenty and fifty years of age. This newer movement sought to provide opportunities for remunerative employment by still segregating the blind for employment but by omitting the residential features of the establishments. The Michigan Employment Institution for the Blind opened in Saginaw in 1904, and the Maryland Workshop for the Blind organized in Baltimore in 1908, are concrete illustrations of the development and acceptance of this principle.

Meanwhile in response to the insistent demands of the more progressive workers for the adult blind there were organized in rapid succession in many parts of the United States during the first decade of the present century private associations for the blind in a few of the more populous centers and state commissions to grapple with state-wide problems.

*Forty-fifth Annual Report of The Pennsylvania Institution for the Instruction of the Blind, Page 18.

While a part of the comprehensive program adopted by these organizations included the prevention of unnecessary blindness and the provision of relief for the aged and infirm blind, their primary purpose was to solve the problems of the training and employment of the capable adult blind.

After all best efforts have been made to place blind people in remunerative employment with seeing people, there will still remain a considerable group, especially of persons over 50 years of age, for whom a "Home" for the blind is an absolute necessity. This group comprises those who have become blinded in later life and find readjustment to a new kind of life and a new employment harder than younger persons; those who have become aged and are without relatives or home; and who therefore cannot compete with seeing people; and those with other handicaps who might compete reasonably with one misfortune but who cannot do so with blindness added. For all such blind people some "Home" is needed in order that they may not have to be sent to almshouses.

The plans of the most thoughtful students of these problems now contemplate some such program as the following:

1. The prompt location of cases and development of programs for training and employment.
2. Provision of training stations.
3. Interpreting the blind person to family and community at the earliest possible moment after the incidence of blindness.
4. Capitalization of prior experience.
5. Individual enterprises wherever personal and family initiative permits.
6. Provision of necessary equipment for the line of work selected.
7. Employment in selected industries with those who see.
8. For the women particularly, instruction of the blind individual and the family in the home and the development of home industries wherever possible and feasible.
9. A sane plan of augmentation of earnings.

It will be seen, therefore, that all the emphasis in the best modern thought for training and adjusting capable blind people to their changed conditions has been proceeding along the lines that will establish and maintain normality and reestablish the individual as an economic and social factor in the family and community to which he belongs.

NUMBER OF EMPLOYABLE ADULT BLIND

No trustworthy data are available as to the probable number of blind people between the usual working ages of 20 and 50. Our problem is complicated by health conditions which in many cases are the primary cause of blindness, by economic and social problems in the family, and by lack of opportunities for the blind worker in many communities.

The Commission's revised figure gives 2,491 as the estimated number of blind people in Pennsylvania between 20 and 60 years of age. In analyzing the United States census figures of 1900 the New

York State Commission of 1903 found that 13.8% of the blind of that state were between 50 and 60. Accepting the findings of the New York State Commission as fairly representative, 872, that is 14%, of Pennsylvania's blind are between 50 and 60, leaving the estimated number between 20 and 50 to be 1,619. No one knows how many of these are doomed to a life of idleness by the handicap of disease and other stamina destroying factors complicated with blindness—the number is not inconsiderable. Assuming that 40% of those between 20 and 50 are so incapacitated as to be economically unproductive, our residuum of adults in Pennsylvania who may be considered to be in their prime and able to do a day's work that has economic value may fairly be estimated to be 63% of those between 20 and 50 years of age, or 971. To these must be added a group, perhaps 25%, or more than 200, of those between 50 and 60 years of age who, as experience has proven, can become economically productive and socially efficient under the sympathetic direction of wise and experienced counsellors of the blind. It seems, therefore, a reasonable deduction that there are today in Pennsylvania at least 1,200 blind people of whom approximately 480 are women and 720 men, who are capable under sympathetic guidance of assuming their normal places in family and community after adequate training and equipment. Some of these have surmounted the difficulties unaided and are "carrying on" successfully. But many of them overwhelmed by their blindness appeal to workers for the blind the state over for an opportunity for training and guidance only under present conditions to be refused: for there is today in Pennsylvania no adequate provision for training the breadwinner of the family who becomes blind, be he man or woman, so as to capitalize his experience and encourage him in his desire to be restored so far as possible to his former position of independence and self-respect.

PENNSYLVANIA'S PROVISIONS FOR THE ADULT BLIND

As approximately 90% of Pennsylvania's blind are adults it is pertinent to ask: What provision does the state of Pennsylvania make for this nine-tenths of its blind citizens?

For the biennium 1923-1925 the Legislature of 1923 and the Governor provided through the medium of three organizations for the adult blind a total of \$65,000, distributed as follows:

Pennsylvania Working Home for Blind Men, Philadelphia,	\$45,000.00
The Pennsylvania Association for the Blind, Inc., Headquarters at Pittsburgh,	10,000.00
The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, Phila- delphia,	10,000.00
	<hr/>
	\$65,000.00

If this provision by the state of \$32,500 annually for the adult blind of the state were equally distributed among the approximately 5,600 adults it would mean a per capita assistance of only \$5.80 per annum.

How many adults were aided last year by these three organizations it is impossible to say; it is particularly difficult to make any statement as to the numbers helped by The Pennsylvania Home Teaching Society and The Pennsylvania Association for the Blind whose work is of such varied nature that no accurate per capita figures can possibly be given.

TEACHING OF THE ADULT BLIND IN THEIR HOMES

The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind—the first home teaching society in America—was established in Philadelphia in 1882 by an Englishman, William Moon, LLD., blind inventor of the Moon embossed type. The Society was granted Articles of Incorporation by the Legislature of Pennsylvania in 1901 for the express purpose of teaching the blind to read books in embossed type in their homes or elsewhere, and to provide for the circulation of embossed books; and for the attainment of these purposes chiefly it has devoted its energies and expended its funds.

The State's appropriation of \$5,000 for fostering this work is, therefore, primarily and almost solely an appropriation for providing instruction in reading for those of the adult blind who are or can be interested in learning to read with their fingers. As the majority of the blind acquire blindness in adult life, long after the completion of such formal education as they may have received, and as very many of them were not interested in reading prior to the loss of sight the number whom any teaching organization can serve in this restricted way is comparatively small. There is no doubt, however, that the work of this home teaching society could reach a larger number than is now possible had it the funds to provide additional traveling teachers.

But the charter of the Home Teaching Society restricts this work for the blind to the teaching of reading with the fingers and the circulation of embossed books. Historically this has been the original purpose of all home teaching of the blind, but in accordance with the increased opportunities for service to the adult blind in their homes as demonstrated by workers in the field of home teaching and in response to the persistent demands of some of the blind themselves for instruction in their homes in manual occupation of various kinds, in typewriting, etc., and in any other subjects feasible in individual cases, the scope of teaching the blind in their homes has broadened greatly, particularly so during the past twenty-five years. Home teaching that is confined to the teaching of embossed reading is far too restricted to meet the present-day desires and needs of the adult blind as experience within recent years has shown these needs can be met by home instruction.

Numerous state commissions and private associations for the adult blind throughout the country are now providing instruction for them in their homes in a variety of occupational and manual work, including reseating of chairs, crocheting, knitting, machine and hand sewing, basketry and weaving, in pencil writing and typewriting; and in the reading and writing of embossed types.

A brief resume of the scope of home teaching as it has been developed in three nearby states will make clear the possibilities for helpful service of which the teaching of the blind in their homes is capable.

Ohio. In 1916 the Commission employed nine blind home teachers who give instruction in sewing, knitting, and crocheting, as well as in reading and other occupations that help to make life more cheerful. Furthermore the Commission provided raw material to blind women who, in their homes, are able to do acceptable work. A market for the articles made by these women is found by co-operation with public-spirited merchants who give, without charge, space in their stores for the sale of this work. The goods are also sold at women's clubs, and in private homes by traveling saleswomen.

New York. The New York State Commission has adopted the following qualifications for the position of State Home Teacher:

Maximum age limit—35 years.

Subject: (1) Reading and writing of Moon, New York Point and Revised Braille, grade 1½; knitting, crocheting, machine and hand sewing.

(2) A candidate in addition to the above qualifications shall be skilled in the art of weaving.

The New York State Commission for the year ended June 30, 1922, employed 13 home teachers, all women and all blind or partially blind.

The appropriation from the state for the Home Teaching Department was \$12,000.

Home teachers are called upon to do field work, involving investigations and carrying out a variety of plans. The amount of actual instruction given varies according to the needs of the blind in each community.

The entire work of a home teacher cannot be listed under investigation, teaching, medical care, prevention or employment, for there is a far more delicate task she is often confronted with in the case of a man or woman to whom blindness has recently come and is a seemingly unsurmountable affliction. To the adult blind person who is so often discouraged and depressed the home teacher brings much in the way of hope and encouragement. Occupation supplied to blind persons in their homes provides mental diversion and in many cases welcome additions to incomes. Words of appreciation from workers testify to this:

"Life assumes a different aspect when there is some yarn in the house."

A widow says: "I am depending upon my earnings from my work to pay my grocery bills."

And another "I fear idleness more than poverty."

Sales to dispose of hand work of the blind workers are held by the Commission with the co-operation of women's clubs, church committees and at hotels throughout the state. Demonstrations by blind persons at sales have included weaving, basket making, knitting, and typewriting.

Massachusetts. In 1900 the Massachusetts Legislature appropriated \$1,500 for the inauguration of Home Teaching, being the first state in the Union to set aside public funds for this purpose. This activity, begun under the supervision of the Perkins Institution, was June 1, 1916, transferred to the Massachusetts Commission for the Blind. The appropriation for the year ended November 30, 1922, was increased to \$9,686.02. The six blind or partially blind teachers (four women and two men) during the year 1921-1922 spent 3,620 hours in teaching and gave 3,215 lessons to 331 pupils; the amount earned by the pupils was \$3,381.38.

The home teachers give lessons in reading and writing embossed type; typewriting and all forms of manual and occupational work, including reseating of chairs, crocheting, knitting, machine and hand sewing, basketry or other hand processes suitable to the needs and capabilities of the particular individuals instructed. Many of the blind persons visited have not the education or intellect to learn to read, but can be taught some simple finger work by which they may be kept busy and even earn a little money. Thus they are given an incentive in life and it is believed that if the blind people at home are given occupation they will become happy members of the family.

The outlet for their work is through the salesroom, conducted by the Division of the Blind (formerly Commission for the Blind) and sales held under the auspices of women's clubs, by local committees, etc.

A part of the work of a home teacher is to "keep ahead of the game" by himself learning new processes and new articles or designs for which there is a market. The home teacher has had also the task of arranging for purchase of materials at favorable rates for pupils, or actual purchasing of materials for pupils in remote districts or for those blind persons having no one to do errands for them.

As someone has said, "If we were to classify State Home Teaching of the adult blind, in a general way, outside of the particular field of work for the blind, we should probably best classify it in the field of occupational therapy and name it 'curative occupations in the home for persons permanently handicapped by blindness.' Like many other phases of the work for the blind it cannot and should not be expected to stand up under economic tests. Its values are first of all therapeutic values, though it has other and many-sided results."

These increased demands upon the home teacher of today cannot be met by a teacher with the old-time qualifications. Until these more varied demands were made upon home teachers those selected for this work were usually either men and women who had become blind in adult life and, with little or no specific training in blindness, had climbed by sheer force of native ability, determination and character from the slough of despond into which they had been thrown; or those who had been trained in schools for the blind who possessed the requisite ability, character and initiative with such training only as had been procured in the school for the blind.

The requirements of home teachers set by such representative organizations as the state commissions of Ohio, New York and Massachusetts demand a thorough course of training for the specific task of the home teacher.

This demand has been recognized within recent years and efforts have been made to provide the necessary training. One of the earliest efforts was made at Columbia University where six weeks' courses were given in the summers of 1921 and 1922. The course was omitted in 1923 for lack of sufficient applicants but was offered again in 1924 at New York University.

In seeking a solution to this problem The Pennsylvania Institution for the Instruction of the Blind began in Philadelphia, September, 1922, a two years' course which combined the resources of the residential school for the blind, the local school for training social workers (The Pennsylvania School of Social and Health Work) and the educational and social training opportunities afforded in a large cosmopolitan center. These courses, planned to extend throughout the academic year were offered primarily to meet the needs of a few graduates of the school selected because of their interest in and qualifications for the exacting task of the home teacher, but no sooner did the availability of these courses become known than applications from other states were received.

This movement to provide the training demanded by the largely increased requirements of the present-day teacher of the adult blind in their homes is only in its infancy; experience will point the way as to necessary changes in the courses, but workers for the adult blind will no longer be satisfied without adequate training of those to be employed in the difficult and important work of home teaching.

And it goes without saying that when this increased training has been supplied and well trained teachers for the adult blind in their homes are available the meager salaries now very generally paid to those workers must and will be substantially increased.

The Commission feels that the home teaching of the adult blind in Pennsylvania must be extended to meet these urgent needs. The need is not to teach less reading, but to teach more manual occupations and breadwinning employments.

TRAINING AND EMPLOYMENT OF THE ADULT BLIND

The two organizations primarily concerned with the training and employment of the adult blind of the state are the Pennsylvania Working Home for Blind Men and The Pennsylvania Association for the Blind, Inc.

The Pennsylvania Working Home for Blind Men provides opportunities for work for approximately 125 men of whom slightly more than two-thirds reside in the Home and slightly less than one-third live outside but go to the shops daily to work.

The age distribution of the present enrolment of workers is indicative of the financial and social problems that now confront the managers of this—the first working Home to be opened in America.

Between 20 and 50	43
“ 50 and 60	41
Over 60	42
<hr/>	
• Total	126

This means that approximately *one-third* of these blind men are between 20 and 50, *one-third* between 50 and 60, and *one-third* over 60 years of age. Stated another way, approximately *one-third* are of working age and *two-thirds* are beyond the age at which the seeing manual workman is usually economically productive. That is, this institution is now concerned with a problem of employment for approximately one third of its population; for the remaining two-thirds it is a problem of providing light employments and occupations which may fairly be included in the phrase “occupational therapy”—employments and occupations that cannot possibly be economically productive.

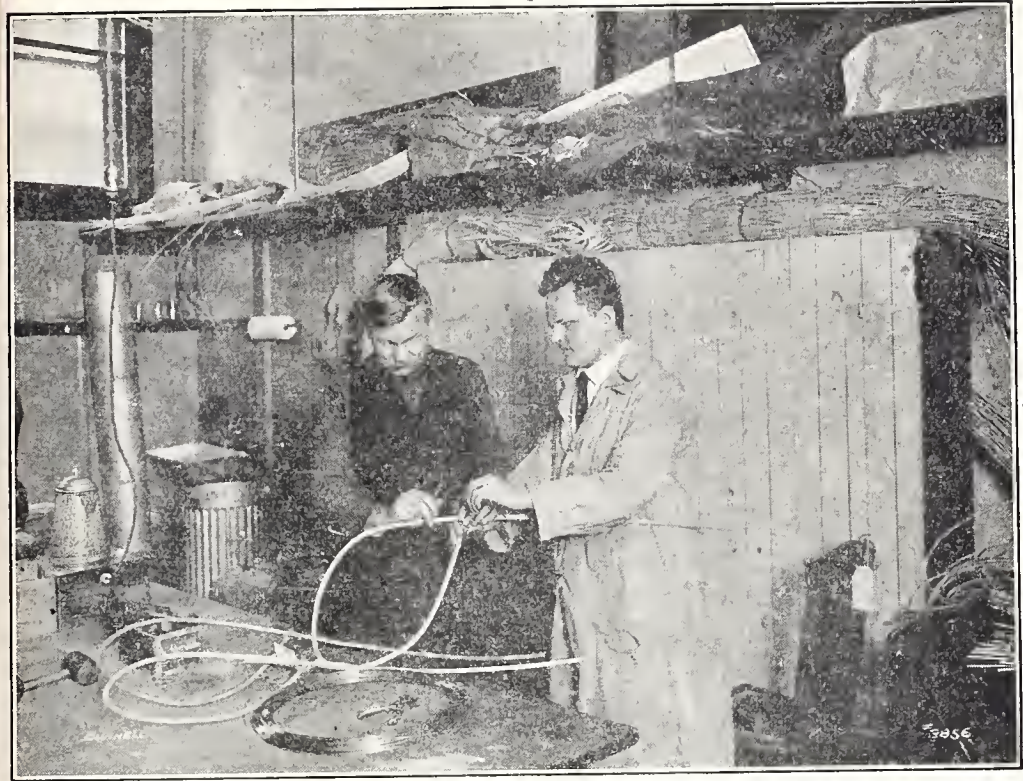
Through the fifty years of its history this Home has been known locally and to workers for the blind everywhere as primarily a broom factory. From time to time other trades and occupations have been tried out, but today three-fifths of the men are still employed as broom-makers. Of the remaining two-fifths, numbering about 50 men, 40 or nearly one-third of the entire number, are weaving rag rugs and carpet, and a few are caning chairs.

The “Home” Department of this institution provides a domicile for 86 blind men, where they are given, at very small cost to themselves, comfortable sleeping quarters, good food, medical attendance, and many of the enjoyments of life. For most of these men, life would be very hard without this “Home”, and many of them would have to spend their days in some almshouse.

Investigations into the conditions of the blind of the State, begun in 1903 by The Pennsylvania Institution for the Instruction of the Blind and carried to completion in 1909 in co-operation with the Western Pennsylvania School for the Blind at Pittsburgh, brought out prominently the need of advisement, training and placement for the capable adult blind.

Under the inspirational guidance of Thomas S. McAloney—then superintendent of The Western Pennsylvania School for the Blind—and with the assistance of a group of men and women who became interested in the movement to meet the needs of this important group of Pennsylvania’s blind, there resulted in 1910 the organization of The Pennsylvania Association for the Blind with headquarters in Pittsburgh but with charter provisions that permitted the extension of the work throughout the state as funds were available.

The Pennsylvania Association for the Blind with headquarters in Pittsburgh and with branches, maintaining workshops, in Pittsburgh, Scranton, Wilkes-Barre and Harrisburg, now provides regular



A man, blinded in adult life, making a train order hook, a device used for handing written orders from the platform to the engineers on moving trains—an experiment under Francis S. Graves, the totally blind superintendent of the Lackawanna Branch of the Pennsylvania Association for the Blind, Inc., Scranton.

employment daily in its workshops for approximately 100 blind workers. This organization also provides employment for a small group of blind people who act as salesmen to dispose of the products of the labor of the shops and aids an additional number of blind workers through the solicitation of such work as piano tuning, weaving and caning. Blind workmen are also placed by them in factories among the seeing and a very definite and helpful service is rendered in consultation with the newly-blinded in an effort to stimulate and guide them in overcoming their handicap.

The very same year (1910) The Pennsylvania Institution for the Instruction of the Blind opened its Salesroom and Exchange in rented quarters in a central location in Philadelphia. This center has been maintained since that time, the entire expense of its maintenance being met by the school which opened it until, in furtherance of the plan to reduce duplication of effort and increase the assistance to the blind, a definite plan of co-operation with The Pennsylvania Association for the Blind was initiated in 1920. Since that time the Salesroom and Exchange has been affiliated with the Association and handles such adult blind cases, particularly in eastern Pennsylvania, as time and means permit.

Through this agency opportunities are sought for the employment of the adult blind of all ages. As the expense of its maintenance has been so largely met by the school its primary obligation has been felt to be towards former pupils of the school. However, as both schools for the blind of the state are frequently appealed to for counsel and advice in many cases of the adult blind there are no restrictions to the services rendered except those set by lack of funds and personnel. This organization has for several years aided each year more than 100 adults by securing for them work which they have been trained to perform; positions for them in employment with those who see; by giving counsel and very definite initial guidance in beginning some form of small business enterprise selected in accordance with the abilities of the individual blind persons and in a large but unknown number of cases it has supplied advice and inspiration to the blind individual himself, to members of his family and to the community of which he is a part.



"Sam—The Blind Man." Candy and cigar stand at the Kensington Shop of the Philadelphia Rapid Transit Co. An excellent illustration of constructive service in the rehabilitation of a blind man through the assistance of his former fellow-employees.

Courtesy of the Pennsylvania Association for the Blind, Inc.

For this work for the adult blind, conducted by The Pennsylvania Institution for the Instruction of the Blind since 1910 the state has made no specific appropriation; the entire expense amounting to less than \$5,000 annually is met from the school funds supplemented by a small amount annually from The Pennsylvania Association for the Blind.

BUREAU OF REHABILITATION. STATE DEPARTMENT OF LABOR AND INDUSTRY

An enumeration of Pennsylvania's provisions for the adult blind must also include reference to the training and placement by the Bureau of Rehabilitation of the State Department of Labor and Industry of a number of adults blinded in industry and otherwise. The work of the Bureau is fairly represented in a few brief paragraphs presented upon the Commission's invitation at a hearing held in the office of the Commission July 31, 1924.

"Among 3,314 disabled persons registered with the Bureau of Rehabilitation, July 1, 1924, are 123 reported as suffering from defective vision in both eyes.

"Blinded persons, consequently comprise approximately 3.7% of the Bureau's registrants.

"The Bureau of Rehabilitation completed training of 189 disabled persons, to July 1, with payments from the Bureau, of whom 16 are blind.

"Therefore, 8.4% of the persons having completed courses of training with payments from the Bureau are blinded persons.

"Twenty-eight disabled persons were receiving payments from the Bureau for training courses on July 1, 1924, of whom one is totally blind.

"The Bureau has further been of vital assistance to many other blinded persons who did not require payments from the Bureau for courses of training to become self-supporting.

"Numbers of blinded persons have been successfully established in agricultural work, small stores, canvassing and other activities, for which extended training was not required.

"The Bureau has trained blinded persons in rug weaving, chair caning, piano tuning, and similar work and one unusual case was trained in Wharton School, University of Pennsylvania for insurance salesmanship, after a course in The Pennsylvania Institution for the Instruction of the Blind.

"Considered in the abstract, there are almost innumerable specific tasks in manufacturing processes in industry that can be efficiently performed by blind persons. Many difficulties have been encountered by the Bureau of Rehabilitation in endeavoring to prove that statement. Consequently, the Bureau has not, to this time, placed many blind persons in industry generally.

"The blinded persons coming to the attention of the Bureau of Rehabilitation have been chiefly those blinded by industrial accidents, usually with very limited education, little manual skill and heavy domestic responsibilities.

"There is probably not one blind person registered with the Bureau of Rehabilitation, who genuinely desired suitable training, that could be provided by the Bureau, who did not obtain the training with assistance from the Bureau.

"On the other hand, the Bureau has not had time nor re-

sources to specialize in work for the blind nor to engage widely in inspirational work to persuade blinded persons to enter training, especially among the large group blinded by disease or from birth.

"The Bureau of Rehabilitation in its training for the blind has always used existing facilities. None of its workers professes to have any special skill in training of blinded persons. Excellent co-operation has been obtained from The Pennsylvania Institution for the Instruction of the Blind and The Pennsylvania Association for the Blind.

"Only such blinded persons as may be considered susceptible to being returned to suitable remunerative employment can be considered by the Bureau of Rehabilitation under the law. The Bureau, having no funds for relief purposes, has no broad information on that phase of the problem.

"Blind persons under the care of any state or semi-state institution are specifically excluded from the services of the Rehabilitation Bureau by proviso in Section 4 of the Pennsylvania Rehabilitation Act of July 18, 1919, P. L. 1045. That proviso was evidently intended to prevent the Bureau of Rehabilitation from creating duplication of State effort, or expenditure of State appropriation in work for the blind.

"The Bureau of Rehabilitation must be of assistance to all types of physically handicapped persons. It must, therefore, with limited funds, provide service, necessary artificial appliances, and training for amputation and similar disability cases, who have relief from no other State appropriation, as well as be of service to the blind."

The work for the adult blind of the state towards which the state makes any contribution is comprehended in the work of the five organizations which have been described in the preceding paragraphs. With the exception of the Bureau of Rehabilitation of the Department of Labor and Industry each of these organizations receives material assistance from private funds. It would be an interesting study to ascertain what proportion of their support comes from private and what from public sources but the Commission has not found time to secure this information.

In a complete outline of the facilities available for the adult blind of Pennsylvania must be included the work of several private organizations. The Commission has been to considerable pains to endeavor to secure a complete list of organizations, public and private, including all voluntary committees who are working in any way for the blind of the state. This list will be found in the Appendix of this report together with such salient facts regarding each organization as are usually requested by workers for the blind.

In an effort to make the list complete and accurate the facts prepared have been submitted to each organization for criticism and approval before publication. Workers for the blind even have been surprised at the amount of constructive effort being made by these numerous volunteer organizations.

The limits of this report make impossible any more extended reference to the work of most of these organizations. Two of them, having been founded for the specific purpose of providing a Home for those

who are in particular need of it, care for a small number of blind adults and for these reasons their work may be referred to here briefly.

The Pennsylvania Industrial Home for Blind Women was founded in Philadelphia in 1868 "to give a Home to those blind women for whom no other provision has been made." This Home is now rebuilding a portion of its plant. When completed they will have capacity for about 50 women. Inmates who become aged and infirm are cared for at the Home.

Of the present enrollment of 43 about two-thirds are over 50 years of age, almost exactly one-half being over 60, and only about one-third within what may be considered the usual working ages of 20 and 50. All the able-bodied among them work five hours a day at various forms of fancy work, reseating chairs or weaving rugs.

One of the most recently organized efforts to provide for the aged blind is the Chapin Memorial Home for Aged Blind, founded in Philadelphia in 1906. This Home has capacity for 26, with facilities for caring for 21 women. Applicants may be of either sex and while they are not restricted as to residence the present policy is to give preference to applicants from Pennsylvania, New Jersey and Delaware. The minimum age requirement for admission is 65 years.

These two Homes may fairly be considered as agencies for the relief of the aged and infirm and the needy blind, nearly all of them women, as the greater proportion of them are over 50 years of age.

While Pennsylvania has been one of the pioneer states to make some provision for the education of the blind with particular reference to its blind youth, the state has been slow to increase its appropriations in accord with the increased provisions that are being made generally throughout the United States for providing adequate opportunities for the education of the young blind and the training and employment of the capable adult blind.

Conspicuous from Colonial days for their charitable purposes the philanthropic citizens of the city and state that are so intimately associated with their founder, William Penn, have made generous provisions through their private benefactions for initiating and carrying on educational and philanthropic work for the blind. This willingness on the part of these citizens to devote a portion of their private wealth to so worthy a cause has relieved the State in part at least from feeling the responsibility that would otherwise have been recognized in a larger measure. Provisions from public funds in Pennsylvania have, therefore, continuously lagged behind those from private sources. The result has been that the combined resources from private and public funds have not kept pace with the recent rapid increases in the cost of providing education for the youthful blind, employment for the able-bodied, and care and maintenance for the aged and infirm blind.

That the friends of the blind of Pennsylvania have not been fully awake to the needs of the blind citizens of the Commonwealth may be clearly shown by comparison with four adjacent states, the condition of whose blind population is fairly comparable to those of Pennsylvania. For purposes of comparison there follows the estimated number of adult blind and the annual state appropriations made to provide for their training and employment. While

each of these states makes some provision for relief for purposes of comparison this amount has been deducted from the state appropriations available for the adult blind. It is, however included later on in the report under the heading of relief.

State	Estimated Adult Blind Population	Amount Spent Annually by State
New Jersey	1,700	\$46,476.56
Ohio	5,400	71,365.00
New York	7,200	85,960.00
Massachusetts	3,500	160,693.32
Pennsylvania	5,600	32,500.00

The Commission recognizes the persistent and prolonged efforts to meet the needs of this group by such pioneer organizations as The Pennsylvania Industrial Home for Blind Women, The Pennsylvania Working Home for Blind Men, The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, and the more recent efforts made by The Pennsylvania Institution for the Instruction of the Blind through its Salesroom and Exchange and The Pennsylvania Association for the Blind with its state-wide program, but all these organizations are handicapped and restricted in their efforts by lack of adequate funds and personnel. In consonance with the fundamental principles unanimously agreed upon at the outset by the Commission for all its studies and recommendations, viz. the most complete utilization possible of every existing agency for the blind, the Commission urges such increases in the funds, public and private, of these several organizations as will enable them to expand their work along such conservatively progressive lines as successful experience dictates and to add such new opportunities as the exigencies of these blind citizens of the Commonwealth demand. Provision of proper training for this group is their right; it is simple justice. The self-respecting blind want opportunity provided by a sympathetic understanding of their problems, not an unthinking pity that doles out charity.

OCCUPATIONS FOR THE BLIND

It has always been generally accepted abroad that blind people cannot usually become self-supporting by their own unaided efforts. As efforts to educate and employ the blind were made somewhat earlier in Europe than in the United States this view influenced all the earlier efforts for the blind in this country. All initial efforts in the United States, therefore, to provide remunerative employment for the blind proceeded on the assumption that all such employment must be subsidized and that it could be provided best by segregating the blind.

Accordingly as has been shown blind adults were brought together for maintenance and employment in Homes with factory features. Such establishments are commonly designated as "working homes." Among the occupations that have been attempted and still survive in various forms are the following:

Brush-making
 Broom-making
 Weaving rag carpets and rugs
 Basketry—reed and willow of various kinds
 Chair caning
 Mop-making

Various other occupations have been tried in numerous centers throughout the United States, but they have been generally abandoned as impracticable for blind workers usually from the point of view of the costs of production.

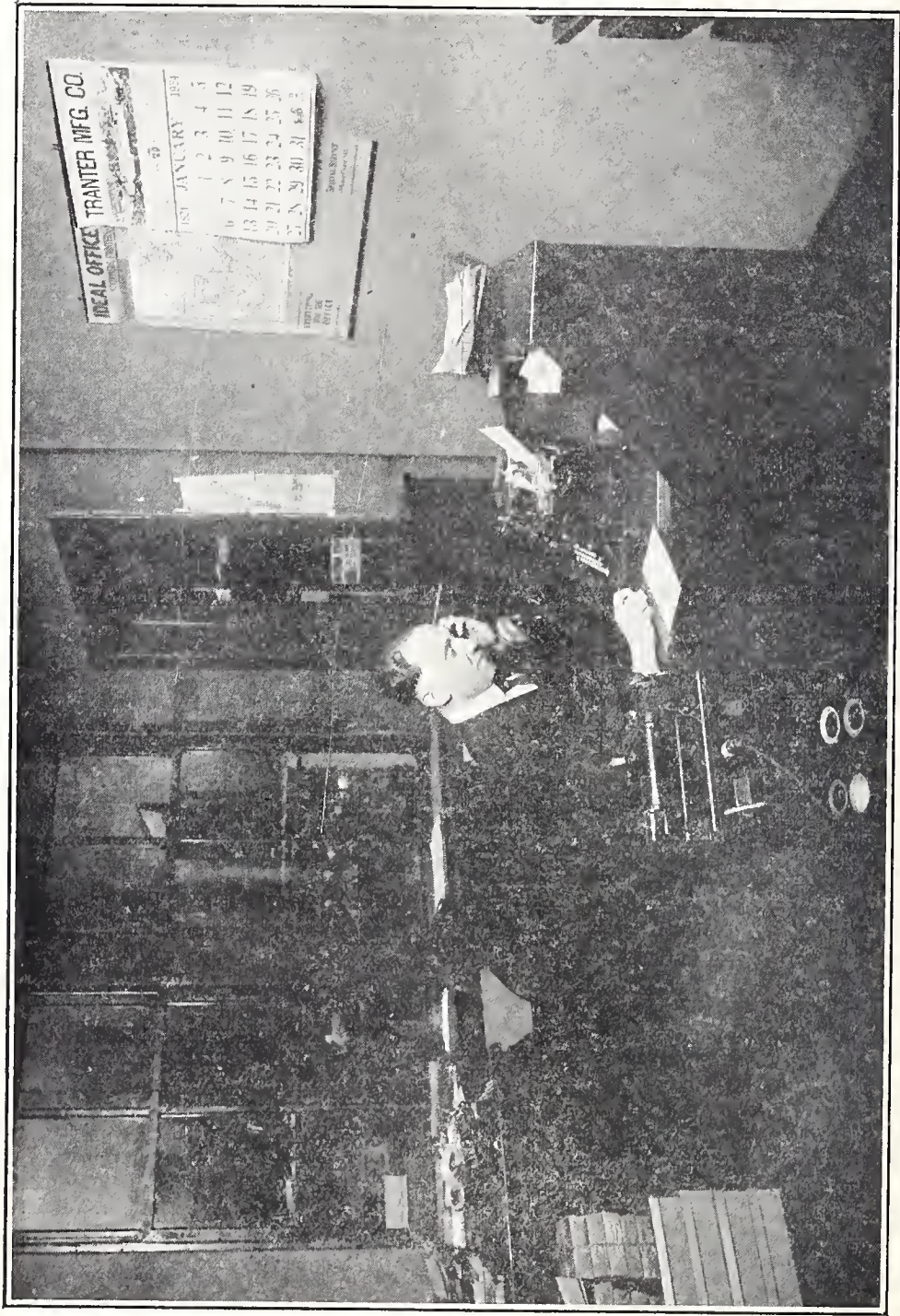
All these efforts to provide employment in a shop or factory in which the operatives are all blind have usually resulted in financial loss. It has been demonstrated beyond question in this country that a group of blind workmen, employed at industries in which they must compete with the machine-made article, cannot produce goods in sufficient quantity or of a quality equal to those produced by the seeing workmen. As has frequently been stated the problem of blindness is complicated with other factors which lower physical energy and efficiency. The result is that, whereas a group of blind workmen who were normal in all other respects except the lack of sight might more nearly compete with seeing workmen in the quality and quantity of their output, this competition cannot be met by blind workmen whose efficiency in so many instances is so seriously lowered by physical and mental defects other than blindness. It has resulted in practice that these enterprises have been kept going in many instances only by subsidizing them either by income from private sources or from state and municipal appropriations or by both.

Under these conditions it has usually happened that a modicum of productive power has been merged with a problem that is predominantly one of relief. A careful analysis of cost and income usually shows conclusively that a very small income is received from labor and that a very large increment in income must be procured from private and public sources of revenue.

The Minnesota Commission for the Blind which submitted its report in January, 1923, made these significant statements on the subject of "Occupation and Training."

"In order to attain self-support, it is desirable that the occupations for the blind should be relatively stable. Activities which are becoming obsolete should be avoided, and only those chosen for which there will be a continued demand. ——— A tendency to huddle them into a few vocations is a segregating tendency and makes them abnormal.

"The present scope of occupations open to the blind is unduly narrow. In Minnesota these consist of the traditional handicrafts (basketry, weaving and chair-caning), broom factory operation, salesmanship, usually of the canvassing variety, piano tuning, massage and dictaphone work to a very limited extent, a very few factory operations and a number of professions, such as teaching, music, elocution, authorship and law.



A blind Telephone and Dictaphone Operator, Pittsburgh. Courtesy of the Pennsylvania Association for the Blind, Inc.

"The traditional handicrafts are tending to become obsolete. In the main the factory method of production is rendering competition difficult. The widespread adoption of basketry as an occupational therapy measure is also having a tendency to flood the market with such products. Chair-caning is still profitable when it can be done through a special workshop for the blind, and when it deals with large orders only. Whenever the business becomes one of collecting, repairing and returning small orders of chair-caning, it ceases to be profitable.

"Factory employment for the blind in a considerable number of specialized processes is quite feasible. ——— The special study conducted in 1922 by the State Division of Re-Education showed that ninety processes were feasible for the blind, most of which were or could be constituted as a particular job."

These processes were distributed among the following 17 kinds of industries:

Small machine parts shops	19
Paper box factories	5
Knitting works	9
Automobile body building and repair shops	6
Novelty advertising companies	4
Electric light globe factory	1
Wooden box factories	2
Paper and cloth bag manufacturers	3
Manufacturers of clocks and chimes	6
Manufacturers of candies	6
Coffee companies	8
Cigar manufacturers	1
Wholesale hardware companies	6
Bed manufacturers	2
Flour mills	2
Linen supply companies	3
Food manufacturing companies	7

In the study of 500 former pupils (235 girls, 265 boys) of The Pennsylvania Institution for the Instruction of the Blind, published in June, 1924, under the title "What Can the Blind Do?" the question of the occupation of these former pupils was studied with particular care. The women were following 22, the men 40, rather distinctive occupations. These occupations ranged all the way between the simpler occupations of the home in which the women could give substantial help, to responsible administrative positions and professions.

An analysis of these occupations emphasizes the principle now generally accepted by the more progressive workers for the blind that the field of employment for the blind is altogether too restricted and that employment can be found for them in a variety of forms that have never been thought to be available.

A few illustrative cases will emphasize the truth of this statement.



A totally blind Broom and Magazine Salesman, Pittsburgh.
 One of his best slogans is "I am the Country Gentleman, I lean against the Saturday Evening Post, and keep my accounts in the Ladies' Home Journal."
 Courtesy of Pennsylvania Association for the Blind, Inc.

Blind Salesmen Selling Brooms. "Our books show thousands of dollars paid in commissions to more than 30 blind people for selling brooms and mops made by the workers in the Pittsburgh Workshop proper. Among the more capable of our salesmen is Mr. ———. He was born and educated in Pittsburgh. Later he took a course in connection with the Chicago Correspondence School of Law. He was a clerk with a steel corporation for upwards of twenty years. Towards the close of this time his eyes, which had always been weak, failed entirely but, all undaunted, he took up salesmanship as a means of livelihood. He has for eleven years past been actively engaged in the sale of magazines of all varieties, as well as of our brooms and mops. He is the sole support of an aged mother." *

Book Bindery. "One young man not many years blind, after a year at Perkins Institution, was placed with a bank book company, where he has tried successfully several of the bindery processes, and is at present (year ending November 30, 1920) earning on piecework \$21.00 a week as interleaver. Although he does not see at all, he gets to and from his work alone, and is a useful part of his employer's force." °

Employment Bureau for Domestics. "An illustration of independent effort is shown by Miss D—— a delicate but ambitious young lady, who has opened and is now conducting an employment bureau for domestics in her own home, a business venture never before undertaken by any of our blind in this state (Massachusetts), and one of the very few lines of home industry offering profitable returns." †

*Pennsylvania Association for the Blind, Inc., Year Book, 1923.

°1920 Annual Report of Division of the Blind, Massachusetts.

†1922 Annual Report of Division of the Blind, Massachusetts.

Rehabilitation of an Adult Losing Sight after School Age. Mr. N——— lost his sight between the ages of 20 and 30 years and, not knowing what else to do, faced the "heart breaking" prospect of separation from his wife and family and going to a working Home. Through the financial and moral support of Mr. Delfino, the blind field agent of The Pennsylvania Institution for the Instruction of the Blind, he was encouraged to start a rug-weaving business in his own home. This was fifteen years ago. To-day, he is rehabilitated, lives a normal family life, and is on a fair way to success. He says it has meant a constant fight, and continuous work on his own part. He gives due credit to the devoted help of his wife and to the supervision of Mr. Delfino and others who have made it possible for him to "carry-on."

Mr. N——— wishes that the state would pay \$1.00 per day, or allow a working capital to enable and to encourage blind persons to carry on occupations at home whereby they may earn a living wage and support for themselves and their families.

As state and municipality make liberal grants to blind workers segregated for employment and oftentimes for maintenance and support, why should not small sums be granted to individual blind workers struggling to maintain their economic and social independence? Why not supply from public funds that little necessary aid which will be the difference between success and failure to the struggling blind worker? He is doing his best, why not give him a helping hand? Just because he shows a willingness to work, why stand aside and let him work himself to death? Help is given sometimes to those who can't or even won't work; why withhold the little aid from the self-respecting and eager worker?

Dictaphone. "The future of the dictaphone operator without sight offers all the possibilities and promise of the open door. ——— Given a person of well rounded education, sound business training, and *without* sight, you have concentrated efficiency in the transcriber—"without sight" because the chances of distraction for the blind person with ears harnessed to a dictaphone are as nothing compared to the countless claims on the eye and, as often as not, on the ear and tongue of the operator "handicapped" with sight, because the blind person's coordination of ear, brain, and finger is from very necessity unusually well developed."*

Assorting String. The work of assorting string was begun in Philadelphia in 1918 as an experiment. The strings are assorted according to length and are tied in three places in readiness for making into mops. The string is delivered to the home of the blind worker and returned to the factory by the delivery system of the organization without expense to the worker. This occupation possesses the two-fold advantage of simplicity of operation and no capital investment.

"That three totally blind men of very mediocre attainments were able to earn \$1,840.74 in one year by assorting 73,521 pounds of string—one of whom earned \$1,141.92 by assorting 45,671 pounds—enforces anew the truth that diligent search for employment for

*Quoted from article by Marion C. Sibley in *Outlook for the Blind*, Page 9, May, 1923, Vol. XVII, No. 1.—For her personal experience as dictaphonist see article.

blind people in their homes by those who have an exact knowledge alike of the limitations of the blind employe and of his capabilities, will surely open up new avenues for employment." *

These illustrations can easily be multiplied but they are sufficient to establish the soundness of the principle that diligent search by the sane and earnest worker for the blind will be rewarded by the opening of new channels for the individual blind person. Constant effort should be made to discover such opportunities among those who see as will enable the blind worker to remain wherever possible with his family and in the community of which he has been and should continue to be a social unit.

RELIEF

It is a significant commentary upon the comparative earning power of seeing and blind people and upon the urgent need for financial assistance for many of the blind that England, which grants poor relief to seeing people after 70 years of age, has reduced this minimum age limit to 50 in the case of the blind.

Earlier in this report attention has been directed to the fact that approximately 50% of the blind are over 60 years of age. Approximately 14% are between 50 and 60. Accepting these figures as representative there are in Pennsylvania approximately 4,009, or nearly two-thirds of the total blind population of the state, who are over 50 years of age. A large number of these are known not to be in need of relief in any form. An unknown proportion of them are in dire need. Add to this the numbers between 20 and 50 years of age who are for various reasons unable to support themselves and there results a very considerable number of the blind population of the state who need and deserve varying amounts of assistance. Anyone whose earning capacity is less than \$300 per year or whose entire income does not exceed that amount would generally be regarded as in need of financial assistance.

Numerous plans have been made to meet these needs, the financial assistance being variously designated as relief, pensions, subsidies, assistance, etc.

"This grant is popularly known as a 'pension.' The term probably grew out of its analogy to the quarterly pension allowed to former soldiers. But a pension is paid in recognition of a past service; whereas the so-called state and county 'blind pensions' authorized by the various commonwealths of this country are in reality *a specialized kind of poor relief* and are usually so termed in the laws." **

At least seventeen states have made provisions for relief in some form; all except Ohio having made this provision since 1900 and fourteen since 1910. The casual observer must be impressed by the fact that the movement in response to the demands for financial assistance in cases of needy blind people has been extremely rapid during the past fifteen years.

*Quoted from 1923 Annual Report of The Pennsylvania Institution for the Instruction of the Blind.—Salesroom and Exchange.

**"Blind Relief Laws and Their Administration, A Monograph Prepared for the Red Cross Institute for the Blind" (1919) by Robert B. and Mary B. Irwin of Cleveland, Ohio.

Students of the problem of relief of the blind should be reminded of the fact that during this same period there have been developed in the United States new principles of relieving poverty and special conditions and new methods of applying relief. A number of states, among them Pennsylvania, have already provided by legal enactment relief in the form of "Mothers' Assistance" and "Old Age Pensions", though the latter has recently been declared unconstitutional in Pennsylvania. The movement, therefore, toward special forms of relief to supplement the efforts of the worthy and needy in general. To the careful student and observer of the trend of the times in the special field of the blind it is obvious that relief in some form or other is bound to come and that soon.

It is the earnest desire of workers for the blind in Pennsylvania that a wise plan of relief for this needy and worthy group of our citizens shall be formulated and projected immediately. The Commission has, therefore, given considerable time to the gathering of information as to what has been attempted elsewhere and with what results.

The latest available information, secured from various sources, official and unofficial, is believed to represent the facts with reasonable accuracy.

New Jersey with a blind population of 1,075 (United States census 1920)—an estimated population of 1,800 (New Jersey Commission for the Blind)—last year granted relief to thirty-nine individuals, the maximum amount of relief in any case being \$300, at a total cost of \$5,360.66. One provision of the New Jersey law is unique in that an applicant is required "to make a return in service equal in value to the amount paid him or her; providing, in the judgment of the Board of Managers, that the applicant be physically or otherwise able to do such work." Relief is given by the *Counties*. The Commission estimates that one hundred blind persons will be eligible for relief during the current year, that is about 5½% of the estimated blind population.

Colorado with a blind population of 706 (United States census 1920)—an estimated population of 1,200—makes a maximum annual individual grant of \$300. It requires only three years' residence in the state, two years in the county. In 1922, 1,017 persons were on the pension list at a cost to the state of \$293,710, an annual per capita cost of \$288. In 1922 Colorado granted pensions to 311, or 44%, more persons than the census enumerators returned as blind in 1920. If the number be 1,200 even then five-sixths were recipients of the State's "pension." This situation may be due to the moving into Colorado from neighboring states, particularly New Mexico of blind people in order to take advantage of the relief. This condition will undoubtedly be corrected by a material increase in the term of residence required to be eligible for relief. Investigation is made by county officials and relief is shared equally by *county and state*.

Missouri with a blind population of 2,226 (United States census 1920)—an estimated population of 3,800—grants \$300 to each applicant for the pension. It is officially stated that last year "more than 6,000 people made application for blind pensions and about one-half of the number were granted pensions." This means that with a blind population returned only slightly in excess of 2,000 which is esti-

mated to be only a little less than 4,000, approximately 3,000 persons were granted pensions. As \$940,000 was spent in one year for the relief of these blind persons the number must be substantially correct. The State Board of Control administers this law. It is officially stated that 20% of the blindness was caused by trachoma, a situation that has been met by prompt action of the State Board of Health with a large decrease in the numbers of victims of this highly contagious eye disease. Investigation is made by the State Commission and relief is paid by the *state*.

Ohio with a blind population of 3,872 (United States census 1920)—an estimated population of 6,000—is granting relief to approximately 4,000, that is to a number slightly in excess of a number returned blind and two-thirds of the estimated number of blind citizens, at an annual cost of \$400,000. Investigation is made by County Commissioners and relief is paid by the *counties*. Children in the School for the Blind are recipients of this pension to meet the cost of clothing and travel.

Massachusetts with a blind population of 2,589 (United States census 1920)—an estimated population of 3,900—(State Commission for the Blind)—grants a maximum of \$360 per year. Investigations are made by the State Commission, the amount of award is determined by them and the relief is paid by the *state*. The average per capita grant for 1923 was about \$144 per year. The appropriation for 1924 is for \$115,000 to meet the estimated needs of from 700 to 800 beneficiaries.

New York with a blind population of 4,205 (United States census 1920)—an estimated population of 8,001 (New York State Commission for the Blind)—grants a maximum per capita relief of \$300. Investigations are made by the State Commission for the Blind which makes recommendations as to the need and amount of relief. New York's revised law is so recent that no figures are available as to numbers or cost.

It is unnecessary to multiply examples or to go into further detail as to the methods that obtain in the remaining eleven states which have so far provided relief for the blind. The six states selected are fairly illustrative of the entire number. The information, gathered by the Commission, concerning the laws in the seventeen states now granting relief in some form, points out clearly the fundamental principles that must underlie an adequate and economically sound law, granting relief to needy blind persons.

These fundamental principles are:

1. Application should be made to one central bureau.
2. Investigations should be made by an investigator, trained and experienced in the special field of blindness.
3. Relief should be granted only to persons blind within the general accepted definition of blindness; i. e., the possession of less than one-tenth normal vision in the better eye; this to be determined by a competent eye specialist.
4. All blind persons having an annual income in excess of \$360 shall be ineligible.
5. Five years' residence in the state or loss of vision while living in the state prior to the passage of the relief law.

6. No vicious blind person or mendicant shall be eligible for relief.
7. No person shall be eligible for relief who is suffering from any mental or physical infirmity which in itself would make him a charge upon any other institution or agency and which has so incapacitated him prior to the loss of sight that he was a public charge prior thereto.
8. The amount of relief should be graduated in accordance with the actual need and it should be so administered as to spur the recipient to the largest possible amount of self-help.

The Commission does not encourage the establishment of new institutions for the care of the adult blind since they believe that as a general rule the blind person is better off and can be better served if he lives with the seeing, either in his own home or with relations or if there is no one responsible for his care, in a good private home or in an institution for the seeing.

Nor does the Commission feel that Pennsylvania should follow the lead of a state that is expending a quarter million, a half million, or as in one instance nearly a million dollars annually for the relief of its needy blind. There is, however, need for an immediate beginning of a conservative program to make available comparatively small amounts to aid the blind person and his family struggling heroically against the fearful odds which blindness, ill-health and poverty impose.

It is impossible to say what portion of Pennsylvania's estimated 6,228 blind are in dire need of this assistance. Surely not 100% of the number as has appeared in some states whose operation of relief systems the Commission has studied: Massachusetts is affording relief in varying amounts, in no case exceeding \$360 annually, to approximately 20% of its blind population on an appropriation of \$115,000 a year. Connecticut with the same maximum amount for individuals, is affording relief to 7% of its blind population for approximately \$7,000 a year; New Jersey with a maximum annual limit of \$300, to 2% of its blind population for a little over \$5,000 a year.

The Commission suggests that 5% of its estimated 6,228 blind persons, or 311, is a very conservative estimate of the number in need of relief. Relief should be made available where necessary for this small number of our blind citizens in the maximum amount of \$360. A creditable beginning in the solution of this difficult and important problem could be made by an annual grant of \$75,000.

Under Pennsylvania's law the Commission believes this provision must be made by the counties.

MENDICANCY AMONG THE BLIND

The Commission has not made any extended study into the question of the number of blind beggars. It bases its statements upon the experience and observation of workers for the blind and the seeing in various parts of the United States. The problem of mendicancy among the blind is a perplexing one. Its solution demands unanimity of action, persistence and tenacity of purpose among workers for the blind and social agencies, with provision for the training, employment, and relief of the blind, and a state-wide sustained campaign for the enforcement of the laws against begging.

Blind beggars may be divided into two groups:

1. The larger group, or those begging because it is more profitable than work and less strenuous. These need opportunity for work, and compulsory employment suitable to their ability.
2. Another small group is made up of helpless, aged, decrepit, and destitute. These need custodial care and suitable provision for their relief.

There is need of educating the general public and public officials to secure the enforcement of existing laws which we believe are adequate.

The Commission suggests that the following steps be taken in conjunction with other plans put forth by it in improving the conditions of the blind in the state:

1. Adequate provision for training, opportunity to work, and subsidized employment wherever necessary.
2. Unity of action among workers for the blind in protesting and denouncing mendicancy, so injurious to the individual and so detrimental to the welfare of the blind in general.
3. An agreement among all the institutions for the blind—educational, custodial, and industrial—that they will not tolerate mendicancy in any individual with whom they deal; the penalty of mendicancy so discovered should be instant separation from the institution or organization. While there is some difference of opinion on this point among the seeing, there is absolute unanimity upon it among the self-respecting blind.
4. Adequate relief measures for the aged, the infirm, and the destitute blind.

Until these fundamental principles have been complied with there can be little improvement in this matter that so vitally concerns the social well-being of the self-respecting blind. At frequent intervals along the most crowded thoroughfares of our great centers of population the sight of the blind mendicant makes its continuous appeal to maudlin sympathy and is as repulsive to the eye of the thoughtful citizen and philanthropist as are the strident sounds of his voice, fiddle or accordion to the keen and discerning ear of the self-respecting blind who may chance his way. Some of these have resorted to begging because they have been denied an opportunity to be trained after loss of sight for some remunerative employment. Others, lacking character and self-respect, are there from choice. Training and employment will solve the problem of the first group which is the larger one, containing as it does the more self-respecting blind; the work house, jail and penitentiary supply the only solution of the problems presented by the second group.

The problem of the blind mendicant is, however, only one phase of the whole problem of mendicancy. The mistake has sometimes been made by well-meaning workers for the blind of proceeding against blind mendicants as a class without reference to that larger number of mendicants who see. This is grossly unfair to the blind. Mendicancy among the blind can be dealt with fairly and successfully only by regarding it as one phase of a difficult social and economic problem which has never been solved and to whose solution the economist, social worker and educator must address his most

serious thought. A sane program generally adopted and backed by an aroused and persistent public sentiment will supply the only solution of this old and vexatious problem.

CUSTODIAL CARE FOR THE BLIND FEEBLE-MINDED

So far as we are able to learn no systematic provision has been made in this country or abroad for the feeble-minded who are also blind. Fortunately their number is small in comparison with the feeble-minded who see. Their need of custodial care is, however, in inverse ratio to their number. If the *seeing* feeble-minded child needs custodial care, how much greater the need of the *blind* feeble-minded child! If the *seeing* feeble-minded woman of child-bearing age needs the protecting care of an institution home, how much greater is the need of such care in the case of the *blind* feeble-minded woman!

The schools for the education of the blind do not intend to receive the feeble-minded but for various reasons such children gain admission temporarily: and as the chasm is a narrow one between the feeble-minded and the extremely backward blind child whose training has been wholly neglected by parents who are ignorant or who are helpless before the stupendous problem which confronts them, these pupils are sometimes retained in the schools for a short time to discover to what extent they will respond to training.

As the primary defect in the case of the blind feeble-minded is feeble-mindedness and the blindness is only incidental the blind feeble-minded clearly belong in an institution for the feeble-minded, not in a school for the education of the young blind, or in a workshop or industrial home for the adult blind.

Accepting this principle as fundamental, the Committee to Survey the Activities for the Blind of the State of Pennsylvania appointed by Governor Brumbaugh in December, 1916, to make a survey of the provisions at that time for the blind of the Commonwealth, "a study of their future needs, and the best methods of meeting those needs," conferred with the superintendents of the institutions for the feeble-minded at Polk, Elwyn, and Pennhurst, with a view to persuading each to receive on trial a small group of about ten blind feeble-minded children.

The usual point of view of the management of these institutions for the feeble-minded is that the initial step towards caring for the blind feeble-minded is to provide separate buildings for them. While this may be found to be necessary as the plans develop for caring for these doubly-handicapped children, this Commission believes that an excellent beginning might be made by providing for a group not to exceed ten such children in each of the institutions for the feeble-minded. With an addition of \$100 to the usual per capita appropriation for a group of ten—a gross appropriation of \$1900 in excess of the normal appropriation—a teacher-attendant who is familiar with the methods employed in training the blind can be employed and the necessary small amount of special equipment can be procured. Two of the three superintendents expressed a willingness to try the experiment, if the funds were provided.

We recommend that a special appropriation of \$1000 per annum in excess of the usual appropriation for the pupils be made to the institutions at Polk and Pennhurst in order to give the plan a trial.

If our recommendation is approved, Pennsylvania will be the first state of the Union to take a forward step toward the solution of a problem which, though not extensive, is one of the most perplexing with which workers with the blind have to deal.

Two or three illustrative cases, selected at random from numerous similar cases, will make the problem clearer and emphasize the importance of the adoption of a constructive program for its solution.

C. B. entered a residential school for the blind at ten years of age. After two years of patient individual instruction he was unable to read or do the simplest number work. Having exceedingly poor use of his hands he finally learned to dress himself, but was unable to tie his shoes. His failure was due to lack of ability for he tried very hard though he accomplished so little. This boy seldom talked and was not troublesome, but he took the place of a child who is teachable and a school for the blind is not the proper place for him. His home conditions are unfavorable. What is the duty of the state toward a twelve year old boy of such low mentality that he must always be cared for and protected?

M. M., a totally blind seven-year old girl, entered the kindergarten group at a residential school for the blind. She was an extremely backward untutored child, unable to dress, wash or feed herself without considerable assistance. From the time she got up until she went to bed she whistled or sang. During her three years in school attempts to teach her were made by five teachers, four seeing and one blind, and by three housemothers. In spite of all this individual attention she made very little progress. It was a long time before she could string beads or find the holes to put pegs in in the kindergarten work. Beyond these elementary manual occupations she could not go. She has objectionable sex habits and constant swaying motion of the body and frequently displays a violent temper. She can memorize very well, but so poor is the co-ordination between her brain and muscles that she was unable to learn to write or read embossed type. Her parents are very poor and a benevolent individual clothed her and contributed something toward her tuition. All her life she must be cared for either by her family or by the state. As she approaches child-bearing age shall she be left to the care of parents who do not appreciate the seriousness of her problem, or shall the state protect itself by protecting this girl?

F. W. entered kindergarten when four and one-half years of age. For four years she received the individual attention given each child in the school and family life. At the end of this time she still needed assistance in dressing. She learned to string beads following dictation, but was unable to learn to read or write. Her habit movements became more pronounced and she was, therefore, a great disadvantage to her associates. She was discharged because it had been proven that she was unable to progress with the other pupils.

Twelve years later one of her former teachers met her during the summer vacation and urged that the girl be given another trial among the older girls. Her home was no place for her as her step-mother was very unkind to her. Of very unprepossessing appearance, untruthful and unmoral rather than immoral her one little talent was the ability to memorize and recite fairly well. For two years she

received special and much of the time individual instruction with particular emphasis on hand work. As she had very poor use of her hands she could learn but little in a manual way. Even the wash cloths that she learned to knit were not well enough done to be saleable. As it was evident that the school could do no more for her she was discharged. As her home is so unsuitable she needs institutional care. With her limitations unquestionably she should be cared for in the appropriate group in an institution for the feeble-minded.

THE DEAF-BLIND

A small but very needy and deserving group of blind people represented in every state in the Union is made up of those who have the double handicap of blindness and deafness. The cases of Laura Bridgman and Helen Keller are most widely known. Their accomplishments emphasize the possibilities for the training and development of the mind when the two most commonly used avenues of instruction have been closed. These two women have proven what patience and perseverance can accomplish against such fearful odds.

Laura Bridgman's entire education was institutional, she having been taught at the Perkins Institution for the Blind under the direction of Dr. Samuel Gridley Howe.

Helen Keller's training, begun at her home under a special teacher, was later undertaken for a short time at the same institution where Laura Bridgman received her training. However, as is well known Miss Keller's education has been secured chiefly through the devoted personal assistance of her teacher-companion, Mrs. Anne Sullivan Macy.

The education of other deaf-blind girls and boys has been undertaken in various parts of the country. At least three such pupils are now under instruction in this state at the Pennsylvania Institution for the Deaf at Mt. Airy for each of whom the state appropriates \$1,000 per annum.

As the cases of Laura Bridgman and Helen Keller demonstrate, the deaf-blind can be successfully trained either in a residential school or under the individual instruction of one who knows the special methods needed and who has the personal devotion that is essential for success.

In the majority of cases, for financial and other reasons, the training of these pupils is generally provided in residential schools. Whether these should be schools for the deaf or schools for the blind is a moot question. The Commission has secured the opinions on this point of the superintendents of the two largest schools for the deaf in this State: of three superintendents of so-called "dual" schools, i. e., schools in which both the deaf and the blind are taught under the same management though never in the same classes; and from two superintendents of schools for the blind. The superintendent of a leading school for the deaf, who is very familiar with the problem, thinks that these doubly handicapped children can be trained best and at least cost in a school for the blind. The two superintendents of the schools for the blind agree with this view though one suggests the possible use of both schools for the deaf and schools for the blind to "round out education and take care of varying conditions." The three superintendents of dual schools strongly favor schools for the deaf.

There is, however, general agreement on one necessary principle involved, i. e., that whether this instruction be provided in the school for the blind or in the school for the deaf, from \$1,000 to \$1,200 a year for each deaf-blind pupil must be supplied from private or public sources because such instruction must be entirely individual.

EMBOSSSED LITERATURE

One of the most perplexing problems in work for the blind is the production of embossed textbooks and literature to meet the need of the student and to provide reading material for the leisure hours of the student and the adult.

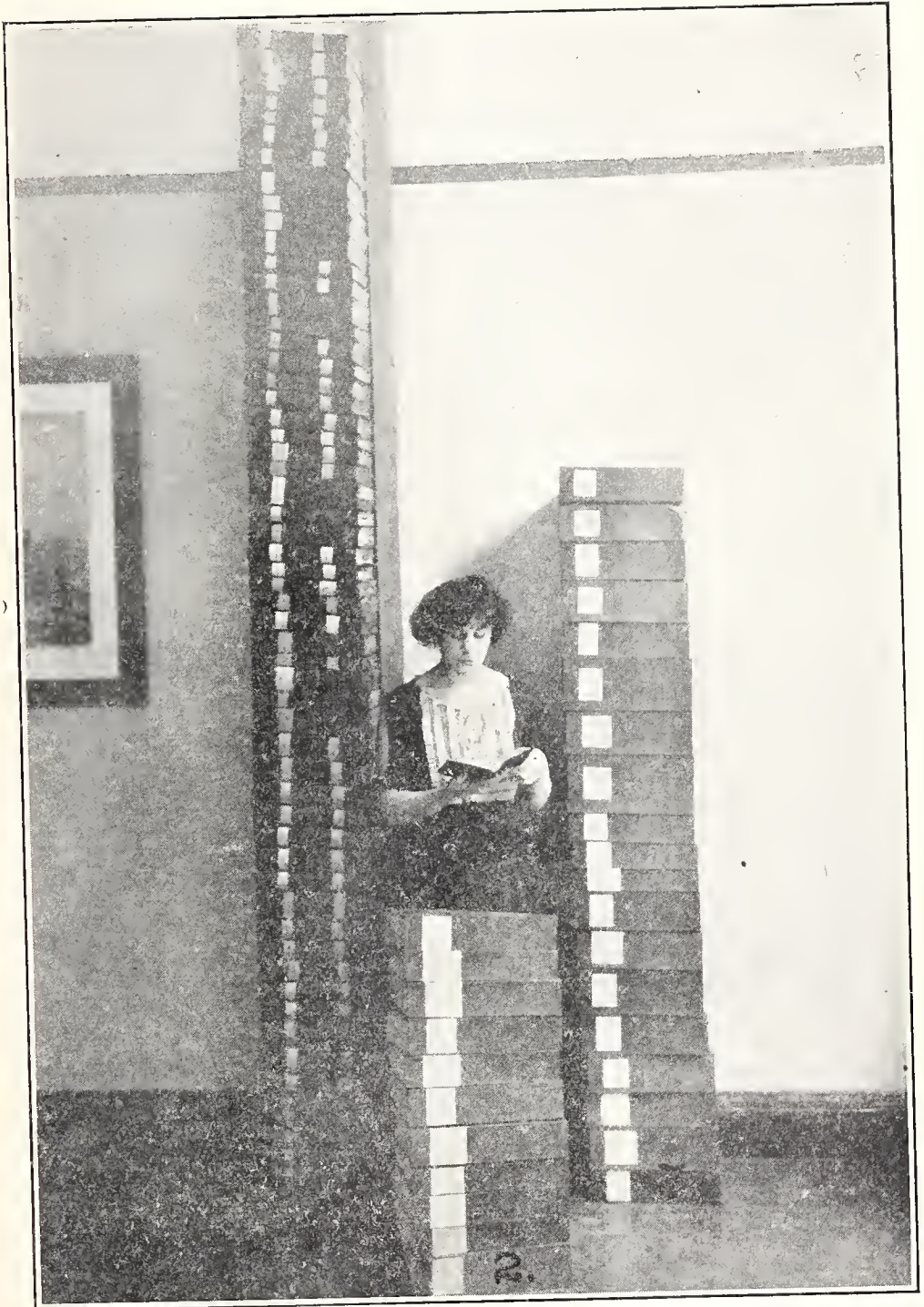
The production of embossed books is extremely costly and time-consuming. An illustration will enforce the truth of this statement. A copy of the Bible in ordinary type, bound in leather, gold edge, can be procured for \$1.75. The least bulky and costly edition in embossed form makes eleven large-size volumes which can be purchased for \$39. In another embossed type, the Bible makes nineteen such volumes, costing \$90, while the most bulky embossed form requires 58 volumes which cost \$273. These prices do not, however, represent the actual costs of production, for the American Bible Society has largely underwritten the cost and is therefore able to supply the Bible in these three embossed types at a price that is but nominal in comparison with the actual cost of production.

The recent rapidly developing movement to combine the educational facilities of the residential school for the blind and those of the community in which it is situated and the rapidly increasing number attending high schools, colleges, universities, and professional schools are making largely increased demands for embossed literature—demands that the embossing presses of the country cannot possibly meet.

To meet this demand there are being developed throughout the country groups of women who are learning the embossed type in order to be able to provide hand-written material for individual students and readers. The Southeastern Pennsylvania Chapter of the American Red Cross reported that for the last year for which statistics were available 151 pupils were working in classes at Chapter Headquarters in a Y. W. C. A. center, in a Junior High School in Philadelphia, and in five suburbs of the city. The War Mothers' Association, too, has undertaken this work. This organization produced during the year 1,781 pages of embossed literature in a variety of forms. The Junior League of Philadelphia has also developed a few capable transcribers and numerous Women's Clubs, of which the Braille Transcribing Society and the Pocahontas Club of Pittsburgh are illustrations, are interesting themselves in this constructive work for the blind.

One of the most helpful organizations, national in scope, that has undertaken to increase the supply of embossed literature is the Lions Clubs.

"The recent interest which the Lions Clubs in various parts of this country have taken in the welfare of blind children has attracted the attention of workers for the blind to these organizations.



The Bible in three embossed types—Moon, Braille and New York Point, and in Ink Print.

One copy of the Bible complete									
in New York Point type makes	11	volumes	that	cost				\$39.00
" Braille	"	"	"	19	"	"	"	"	90.00
" Moon	"	"	"	58	"	"	"	"	273.00

Courtesy of the American Bible Society

"The purpose of these clubs is primarily social. At their luncheon meetings they usually have a speaker with a message of general or special interest. They have found that they thrive best when they have some altruistic project. The Rotarians for example quite generally interest themselves in crippled children. Each Lions Club has a welfare committee but the interest is quite varied. In some communities it is the Girl Scouts, in others it is the Boy Scouts and in still others it is undernourished children who have enlisted the club's aid.

"In several cities welfare work for blind children has been undertaken. Conspicuous examples of this are the work for the blind children carried on by the Lions Clubs in Cincinnati and Youngstown, Ohio. In these cities the welfare committee has worked very closely with those in charge of classes for the blind in public schools. They have supplemented the work of the schools in such ways as the teachers suggest. In Cincinnati and Youngstown the annual budgets for this purpose have run into four figures.

"About Christmas time last year the Lions Club of Cincinnati undertook to finance for six months a Braille juvenile magazine for blind children. This magazine was sent free to every blind child in Ohio interested in receiving such a publication. In June, the State Convention of Lions Clubs held in Akron, Ohio, undertook to assume the financial support of this Braille magazine.

"A movement is now on foot in certain states to induce the International Organization of Lions Clubs to adopt welfare work for blind children as a special interest of this organization. Workers for the blind might help materially in this movement by stimulating the interest of their local Lions Club in the welfare work for blind children of the community."*

To the handicap which blindness imposes upon the student and the interested reader there is added the additional handicap of serious lack of textbooks and general literature in embossed form. Justice calls for minimizing the additional handicap which this lack of literature imposes. As the need becomes more widely known the helpful response will be more general, and the needs of these earnest and determined students and readers will surely be met.

TRANSPORTATION OF BLIND PERSONS

With the loss of sight comes a loss of a measure of independence and because of dependency on a guide, to take one instance, comes an increase in expense. Because of his guide it costs a blind person double what it costs a seeing person to travel on a trolley, train or boat. It would give a person cause for thought if every time he went anywhere his fare would cost twice the regulation rates. Nor is this all for usually the guide whose fare must be counted in the cost of the trip needs also to be paid for his services and time. In the majority of cases when sight is lost the earning capacity of the individual is reduced whereas the expenses are multiplied. What

*Outlook for the Blind, September, 1923, Vol. XVII, No. 2.

can the state and community do to equalize these conditions and give the blind the same opportunity as the seeing instead of increasing his handicap of blindness by the handicap of additional expense?

The Pennsylvania Railroad System in reply to our inquiry as to conditions under which blind persons with their guides could secure reduced fares stated, "For certain blind charitable organizations regularly listed by tariff publications we grant half fare to blind persons between all points on the Pennsylvania Railroad System except that such arrangement does not apply within the state of Pennsylvania which is governed by state law, it being necessary for such persons to pay full tariff fare."

A ruling upon this question involved in the transportation of blind persons and their guides has been made by the State Public Service Commission to the effect that the State Constitution expressly forbids such concessions. (See Appendix)

CO-ORDINATION OF EXISTING AGENCIES FOR THE BLIND

The voluntary organization in January, 1923, of the Council for the Blind, heartily entered into by the organizations for the blind in the state is concrete evidence of the cordial feeling and earnest desire that exists among all these organizations to co-operate in every possible way for the benefit of the blind of Pennsylvania.

It was the purpose of the Council to meet at regular intervals and develop plans for the complete co-ordination of the activities for the blind in the state and for the elimination of duplication of effort. The Council held several meetings, but discontinued when the law was enacted which created the Commission to Study Conditions Relating to Blind Persons in Pennsylvania.

One of the most important functions of the State Council for the Blind which the Commission has decided to recommend will be the more complete co-ordination of the work of these existing agencies, the elimination of such duplication of effort as still exists, and the more efficient functioning of each organization in its special field.

It has, for example, been discovered by the Commission in its studies that in one of the admittedly leading eye hospitals of the city there is no provision for referring cases of blindness to the proper agency when treatments are no longer necessary or effective. A small sum of money would provide a social worker to see that every case of blindness was immediately registered with the central office which the Commission proposes.

Such registration would also prevent a lot of unnecessary correspondence about a single case by several organizations, each anxious to aid the blind person but unaware of the fact that another organization is working upon the case.

THE AMERICAN FOUNDATION FOR THE BLIND, INC.

The slogan of the Foundation—"Nation Wide Service for the Blind"—indicates in a broad way the purpose of this national organization. It is the purpose of this Foundation to bring together the workers for the blind and to help to meet their needs: to operate as a clearing house which extends nation-wide service and co-operation to all existing agencies which serve the blind or partially blind;

to initiate movements to establish associations throughout the states and to assist in forming state commissions and other agencies for the furtherance of which the Foundation will study and report upon the best methods of management and organization.

The Foundation was established January 1, 1923, with headquarters at 41 Union Square West, New York, N. Y., and functions under three bureaus: The Bureau of Information and Publicity, The Bureau of Research, and The Bureau of Education.

The Foundation among its numerous endeavors plans to undertake a survey of occupations open to the blind, to make a compilation of occupations being undertaken by the blind in which they are successful both in America and abroad and to disseminate this knowledge to all agencies in the various states.

The Bureau of Education will aim to discover the best methods for teacher training and to help to institute courses for this work.

The Foundation also publishes the Outlook for the Blind. This magazine is a fraternizing agent through which the workers for the blind can frankly discuss their problems, explain their activities, and report their progress.

The Foundation plans to assemble a reference library of domestic and foreign books and periodicals relating to work for the blind.

The Foundation is now engaged in a nation-wide effort to secure an endowment the income of which shall be used for the development of its plans and purposes. Miss Keller and her teacher-companion, Mrs. Macy, have selected this as the crowning service of their life work. The fund has been designated as "The Helen Keller Endowment Fund of the American Foundation for the Blind." This national organization is the incorporation in practical form of ideals for which workers for the blind in America have been striving for years. The World War gave a new impetus to this movement; those workers for the blind who know best the problems and who have a vision as to their solution welcome such an organization for nation-wide service as The American Foundation for the Blind.

RECOMMENDATIONS OF THE COMMISSION FOR A STATE-WIDE PROGRAM FOR THE BLIND OF PENNSYLVANIA

In compliance with the act by which it was created the Commission recommends the following comprehensive program for the blind of the commonwealth to make their "treatment, care, progress, and welfare"—comparable with the most approved methods and practice.

Section 1. The creation of a state "Council for the Blind" to be composed of seven members, three ex-officio, representing the Departments of Health, Public Instruction, and Labor and Industry, and four to be appointed by the Governor, no appointee to be an employee of any institution or agency for the blind.

The function of the Council shall be:

- a. To develop a state policy and program for the blind in Pennsylvania.
- b. To receive and act upon suggestions from any source in regard to legislation, approval or disapproval of private agencies, or any other aspect of work for the blind.

- c. To serve as a channel of communication with commissions or other agencies in other states.
- d. To adopt standards, rules, regulations, etc., in matters pertaining to the blind not covered by existing legislation.
- e. To pass upon budgets for all agencies for the blind except those already functioning under the Department of Public Instruction.

This Council shall hold four stated meetings each year and such special meetings as may seem necessary or desirable.

Sec. 2. The organization of a "Bureau for the Blind" in any state department. This Bureau is to be a co-ordinating agency; the necessary staff, full-time state employees.

The functions of the Bureau shall be as follows:

- a. To co-ordinate the activities of all agencies in the state for work with the blind.
- b. To supervise the activities of agencies not now allocated to other bureaus or departments.
(Note:—It does not seem wise to suggest legislation at this time, giving this or any other private or state agency any more power of supervision of private agencies than that already given by law to the Department under which this Bureau will function. The co-ordination of effort, the prevention of duplication of work and the carrying out of new policies should be brought about by suggestion.)
- c. To serve as a confidential exchange or registration office for cases handled by all agencies. These agencies should be asked to report each case of blindness in the commonwealth to this Bureau. Also to collect statistics in regard to the blind persons in the state.
- d. To keep a complete list of all agencies dealing with the blind and to serve as a clearing house of information in regard to them.
- e. To direct to the proper agency any case of blindness or problem relating to the blind.
- f. To carry on work for the blind that cannot be better done by some other agency.

It seems to the Commission that this type of organization would be acceptable to the private agencies concerned, that it has in its conception possibilities of growth and development not foreseen by the Commission.

Section 3. A complete plan for the development of work for the blind in Pennsylvania under the direction of public and private organizations should include the following:

- a. The prevention of blindness.
- b. Investigation and guidance. Every case of blindness should be promptly investigated, such advice and guidance as may apply to the case should be given, and each case should be assigned to the agency best equipped to handle it.

- c. Preliminary training, equipment and placement. This contemplates a thorough, intensive, and inspirational course of training by the proper agency, the placing of the trained blind worker in employment among the seeing in accordance with his abilities, or his establishment in that individual enterprise for which he is best adapted.
- d. Home teaching and training. This contemplates instruction of blind people in their homes in embossed reading, typewriting, handicrafts, and in any occupation that may contribute toward their economic, intellectual, and social betterment.
- e. Subsidized employment. The majority of the adult blind can never be self-supporting. An unknown but a fair percentage of these are able and willing workers who, under sympathetic guidance, can make material contributions toward their support. Experience has proven that the earnings of the individuals of this group must be subsidized in amounts varying according to the ability and determination of the individual. Whether working in segregated groups, in individual enterprises or as home workers, a portion of the overhead expense must be borne either by public or private philanthropy in order to insure the blind person a living. The total amount of this subsidy may not be materially less than the cost of maintaining this willing but less capable worker in complete idleness, but the gain in self-respect and in every other way is commensurate with the cost. A plan of subsidizing the earnings, graded according to the earnings of the workers should be a part of the plans for future development.
- f. Sales, soliciting and marketing. Provisions should also be made for the active solicitation of business of all kinds for the blind such as piano tuning, music teaching, professional engagements, and the various parts of handicraft, and to assist in marketing the products of the blind workers.
- g. The Commission does not favor the establishment of new institutions for the care of the adult blind, but recommends rather the development of a program by which the counties supply the necessary relief to supplement the earnings of the individual blind person and those of his family.

The development of the program, however, the Commission believes should be delegated to the Council for the Blind for further study as to actual conditions and needs.

Sec. 4. Adoption by the state of a definite policy for the education of its youthful blind. This policy should assure provision by the School Districts, supplemented by Legislative appropriations, of sufficient funds to enable the State to buy education on a per capita basis at cost.

As the State in recent years has been providing only about one-half the cost of educating its blind pupils, the adoption of this policy would require an 80% increase in the biennial appropriations of the Legislature and acceptance by the School Districts of their full responsibility. While this increase seems large, it is necessary now because the State has not in recent years increased its appropriations

commensurately with increased costs due to depreciated currency and increased population; an annual per capita of \$750 or \$800 would purchase good educational service at present costs, and Pennsylvania would still be educating its blind youth at less cost than several equally wealthy States.

Sec. 5. The establishment of classes for the conservation of vision in all School Districts of the State having a school population in excess of 5,000, and wherever possible joint arrangements for adjacent School Districts whose school populations separately are too small to warrant the establishment of a special class in the District.

Sec. 6. That feeble-minded children who are blind should be regularly admitted at the Pennhurst State School and the Polk State School, and that adequate provision should be made for the accommodation of all those who are approved for admission or are committed by court. Those of the blind feeble-minded who are educable should have instruction, under a person trained in the education of the feeble-minded and the blind, either in these schools or in their homes. Appropriation items for this purpose should be provided in the budgets of these schools.

Section 7. In order that substantial work in accordance with provisions laid down in Section 3 may be carried on during the coming biennium we endorse fully the application of the various organizations for funds for this purpose.

Sec. 8. To meet the traveling and miscellaneous expenses of the Council for the Blind, the salaries and traveling expenses of a Director of the Bureau, two field representatives, and a stenographer, the Commission recommends an appropriation by the legislature of \$35,000 as a minimum budget for the biennium 1925-27.

Philadelphia, Pa.

April 15, 1925.

Respectfully submitted

Olin H. Burritt

Liborio Delfino

Bertha Kirk Fulton

Henry E. Lanius

H. Randolph Latimer

Francis N. Maxfield

John H. Meader

Anna B. Pratt

Mrs. Francis J. Torrance.

Commissioners

APPENDIX

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APPENDIX I

ACT 177

An Act

For the appointment of a commission to study conditions relating to blind persons in Pennsylvania, and make recommendations; and making an appropriation.

Section 1. Be it enacted, &c., That the Governor is hereby authorized to appoint a commission of nine members—three, at least, of whom shall be women, and six, at least experts in work to help the condition of the blind—to make a study of the laws and of educational, economic, and social conditions relating to blind persons in the Commonwealth, and also to report to the next session of the General Assembly, with recommendations, as to legislation and policies to make the treatment, care, progress, and welfare of blind persons in the Commonwealth comparable with the most approved methods and practices.

Section 2. The commission shall serve without pay, but there is hereby appropriated five thousand dollars (\$5,000.00) to be used to pay the necessary expenses of the commission and the compensation of trained experts, to be employed by and assist the commission if it so desires.

APPROVED—The 19th day of May, A. D. 1923.

GIFFORD PINCHOT.

APPENDIX II

ATTENDANCE OF COMMISSIONERS AT COMMISSION MEETINGS

Mr. Latimer -----	March 18	July 2	July 31	Oct. 29	Nov. 20	Jan. 28	
Mr. Burritt -----	March 18	July 2	July 31	-----	Nov. 20	Jan. 28	
Sen. Lanius -----	March 18	-----	July 31	-----	-----	Jan. 28	
Miss Pratt -----	March 18	In Europe		Oct. 29	Nov. 20	Jan. 28	
Mr. Meader -----	March 18	July 2	July 31	Oct. 29	Nov. 20	Jan. 28	
Mr. Delino -----	March 18	July 2	July 31	Oct. 29	Nov. 20	Jan. 28	
Dr. Maxfield -----	March 18	July 2	July 31	Oct. 29	Nov. 20	Jan. 28	
Mrs. Fulton -----	March 18	In Nova Scotia		Oct. 29	Nov. 20	Jan. 28	
*Mrs. Torrance -----	Not apptd.	-----	July 31	-----	-----	Jan. 28	

*Appointed June 4, 1924.

APPENDIX III

CLASSIFICATION OF EXPENSES
INCURRED BY THE COMMISSION

Traveling expenses, hotel bills etc.	\$ 886.95
Postage, supplies, etc.	230.89
Telegraph and Telephone	31.46
Salaries	3,291.39
Printing, including Report	147.83

\$ 4,588.52

APPENDIX IV-A

DRAFT OF PROPOSED ACTS

An Act

Creating a State Council for the Blind as a departmental administrative board within the Department of Welfare, and defining its powers and duties.

Section 1. Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met and it is hereby enacted by the authority of the same, That a State Council for the Blind shall be created as a departmental administrative board within the Department of Welfare. The State Council for the Blind shall consist of seven members of whom three shall be the Secretary of Welfare, the Superintendent of Public Instruction and the Secretary of Labor and Industry. The other four members, one at least by preference a blind person, shall be appointed by the Governor to serve for terms of four years until their successors shall have been appointed and qualified. Provided, That of the first members appointed hereunder two shall be appointed for two years and two shall be appointed for four years. No paid employe of any school institution or other agency carrying on work for the blind shall be eligible for appointment. Members of the State Council for the Blind shall serve without compensation, but shall receive their necessary traveling and other expenses actually incurred in the performance of their duties.

Section 2. The State Council for the Blind shall annually elect from its members a chairman. The Secretary of Welfare shall be the secretary and executive officer of the Council. The Council shall adopt its own rules of procedure and shall fix the time of its regular meetings. At least four regular meetings shall be held each year. Special meetings may be called jointly by the chairman of the Council and the secretary and shall be called by the chairman on the written request of any three of the appointed members of the Council. A vacancy in the office of any appointed member of the Council shall be filled by the Governor who shall appoint a member for the unexpired term. Four members of the Council shall constitute a quorum.

Section 3. The State Council for the Blind shall have the power and its duties shall be:

(a) To formulate a general policy and program for the prevention of blindness and for the improvement of the condition of the blind in this Commonwealth. Such policy and program shall be modified from time to time as may be found necessary or advisable in the light of improvements in method and practice.

(b) To make recommendations in accordance with such policy and practice to the several executive and administrative departments, boards, and commissions of this Commonwealth and to any public or private agencies therein which may be in any way concerned with work with or for the blind.

(c) To co-operate with State and local agencies both public and private in taking steps to prevent the loss of sight, in alleviating the condition of blind persons and persons of impaired vision, in ex-

tending and improving the education, advisement, training, placement and conservation of the blind, and in promoting their personal economic, social and civic well-being.

(d) To act as a means for communicating with other State agencies, public or private, and with national agencies and to co-operate in efforts to procure an enactment of legislation regarding the prevention of blindness, the improvement of the blind, or the regulation of private agencies for the care of the blind.

(e) To collect, systematize and make available for other agencies information in regard to blind persons and persons of impaired vision in this Commonwealth, including their present physical and mental condition, the causes of blindness and the possibilities of improvement of vision, their financial status and earning capacity, their capacity for education and vocational training, and any other relevant information looking toward the improvement of their condition.

(f) To refer cases of blind persons or problems in relation to the blind or prevention of blindness to such agencies, public or private, as may be likely to deal **most successfully** with them.

(g) To encourage the co-operation of all agencies, public and private, doing work for the blind in this Commonwealth and of agencies whose work is related to the prevention of blindness, and

(h) To supervise the expenditure of State appropriations made to such agencies except in cases in which such supervision is by law within the powers or duties of some other administrative department, board or commission.

Section 4. The State Council for the Blind created by this act within the Department of Welfare shall be and be deemed a departmental administrative board within the State department and shall be subject in all respects to the laws of this Commonwealth limiting the powers of departmental administrative boards or commissions with regard to the expenditure of money and prescribing the duties of departmental administrative boards with reference to the making of financial reports, the furnishing of financial and budgetary information to the department with which it is connected and the making of biennial reports.

APPENDIX IV-B.

AN ACT

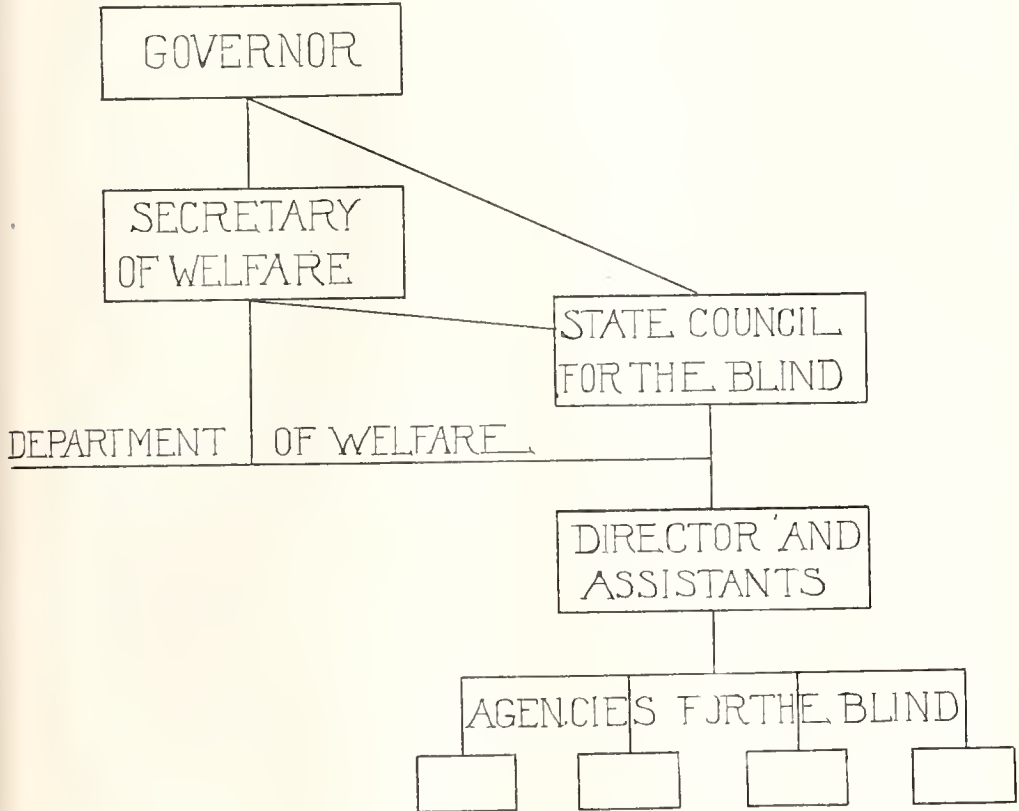
Making an appropriation to the Department of Welfare for the State Council for the Blind.

Section 1. Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met and it is hereby enacted by the authority of the same, That the sum of thirty-five thousand dollars (\$35,000) or so much thereof as may be necessary is hereby specifically appropriated to the Department of Welfare to organize and maintain in connection with said Department a State Council for the Blind as a departmental administrative board within said Department and for the payment of salaries, compensation and traveling expenses of a director, supervisors, clerks and stenographers, and expenses in connection with meetings of the Council.

Payments from said appropriation shall be made by warrant of the Auditor General on the State Treasurer after requisition therefor by the Secretary of Welfare in the usual manner.

APPENDIX V

CHART SHOWING ORGANIZATION SUGGESTED FOR CARRYING OUT A STATE PROGRAM FOR WORK FOR THE BLIND



APPENDIX VI

PERSONS APPEARING BEFORE THE COMMISSION TO STUDY CONDITIONS RELATING TO BLIND PERSONS IN PENNA.

Mrs. Beatrice L. Ballenburg, Philadelphia Section, National Council of Jewish Women, Philadelphia, Pa.

Mr. W. A. Brindley, Major, Salvation Army, Wilkes-Barre, Pa.

Miss Maude Brotherhood, Executive Secretary, Wyoming Valley Chapter, American Red Cross, Wilkes-Barre, Pa.

Mrs. Mary Dranga Campbell, Pittsburgh, Pa.

Miss T. Florence Close, Governor of Pennsylvania Chapter, International Federation of Catholic Alumnae, Philadelphia, Pa.

Dr. Oliver P. Cornman, Associate Superintendent, School District of Philadelphia, Board of Public Education, in charge of Special Education and Supplementary Activities, Philadelphia, Pa.

Mrs. Isabel B. Darragh, Social Service Worker, Welfare Department, Pittsburgh, Pa.

Mrs. Emma R. N. Delfino, Chief, Department for the Blind, The Free Library of Philadelphia, Philadelphia, Pa.

Miss Florence Dibert, Board of Directors, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Col. John Dimling, Board of Directors, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mr. Harlow Ellerbrook, The Pennsylvania Club for Blind Men, Pittsburgh, Pa.

Mr. John A. Emery, Board of Directors, The Pennsylvania Association for the Blind, Pittsburgh, Pa.

Mr. C. C. Ferber, Board of Directors, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Mrs. Margaret Gaston, Home Teacher, The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, Pittsburgh, Pa.

Miss Florence H. Gebhart, Executive Secretary, Mothers' Assistance Fund, Scranton, Pa.

Mr. R. M. Goldsmith, Treasurer, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Mr. Francis S. Graves, Superintendent, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Mrs. Jessie Royer Greaves, Jessie Royer-Greaves School for Blind, King of Prussia, Pa.

Mrs. Mary M. Gunster, Field Secretary, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Miss Eunice Hall, Assistant Superintendent of Schools, Lackawanna Co., Scranton, Pa.

Miss Helen Howarth, Family Welfare Bureau, Scranton, Pa.

Mr. Lea Hunt, Board of Directors, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Mrs. D. T. Jonas, Board of Directors, the Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mrs. Isabel W. Kennedy, Secretary, The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind; also Secretary The Blind Relief Fund of Philadelphia, Philadelphia, Pa.

Mr. P. F. Kielty, Board of Directors, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Miss Emma J. Lewis, Board of Directors, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Mrs. J. G. Lewis, President, Pocahontas Women's Club of Pittsburgh and Board of Directors, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mr. Leo W. Long, Treasurer, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Miss Frances McManus, Chairman, Bureau for the Blind, International Federation of Catholic Alumnae, Philadelphia, Pa.

Miss Pearl Mason, Dauphin County Branch, The Pennsylvania Association for the Blind, Inc., Harrisburg, Pa.

Mr. Guy H. Nickeson, Tuning Solicitor, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mrs. Anna E. Norris, Board of Directors, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Mr. James J. Norris, Adjuster, Bureau of Rehabilitation, Department of Labor and Industry, Philadelphia, Pa.

Miss Annette Parke, Chairman, Committee on Prevention of Blindness, The Philadelphia Junior League, Philadelphia, Pa.

Miss Charlotte Parrish, Mothers' Assistance Fund, Scranton, Pa.

Miss B. Arline Phillips, Secretary, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Mr. John E. Potter, Treasurer, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mr. S. S. Riddle, Bureau of Rehabilitation, Department of Labor and Industry, Harrisburg, Pa.

Miss Anna Roller, Superintendent, United Charities, Wilkes-Barre, Pa.

Mrs. Moses Ruslander, First Vice-President, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Miss Mary Russell, Pittsburgh Associated Charities, Pittsburgh, Pa.

Mrs. Lydia J. Schwarzschild, Philadelphia Section, National Council of Jewish Women, Philadelphia, Pa.

Miss Marjory Stewart, Progressive Blind Women's Club of Western Pennsylvania, Pittsburgh, Pa.

Mr. William Stoakes, Pittsburgh Chapter, American Red Cross, Pittsburgh, Pa.

Mrs. Cass Sunstein, Board of Directors, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Miss Georgiana Trainer, Publicity Agent, The Pennsylvania Association for the Blind, Inc., Pittsburgh, Pa.

Mrs. T. C. VonStorch, Board of Directors, Lackawanna Branch, The Pennsylvania Association for the Blind, Inc., Scranton, Pa.

Mr. W. O. Washburn, President, Wilkes-Barre Branch, The Pennsylvania Association for the Blind, Inc., Wilkes-Barre, Pa.

Miss Marion Whittaker, Librarian for the Blind, Carnegie Library, Pittsburgh, Pa.

Mr. Stephen Wierzbicki, Superintendent, Wills Hospital, Philadelphia, Pa.

Mr. Frank Williams, President, Friedlander Union, Philadelphia, Pa.

Mrs. Frank Williams, Philadelphia, Pa.

Miss Lyde Kerr Wilson, Chairman, Braille Transcribing Society, Pittsburgh, Pa.

Mr. William Henry Woodward, Secretary, Chapin Memorial Home for Aged Blind, Philadelphia, Pa.

Mrs. William Henry Woodward, Chairman, Auxiliary Committee of Ladies, Chapin Memorial Home for Aged Blind, Philadelphia, Pa.

APPENDIX VII

SCHOOL DISTRICT OF PHILADELPHIA
THE BOARD OF PUBLIC EDUCATION

*Memorandum Concerning the Work of the Board of Public Education
of Philadelphia for the
Instruction of Children Having Seriously Impaired Vision*

The Board of Public Education established its first special sight-saving class for children having vision so seriously impaired that they could not receive instruction to the best advantage in regular classes in November, 1919. Since that time the work has grown until there are now 12 classes having an enrollment of 156. The average attendance per teacher in these classes is 11, the number being kept small in order to allow for as much individual instruction as possible and to meet the other special conditions presented by the pupils of such classes.

Special salaried teachers are employed for these classes, and the work is under the immediate direction of the Division of Special Education. The Division of Medical Inspection is responsible for the recommendations for the admission of pupils to these classes and their discharge therefrom; and the vision of the children in these classes is specially studied by this division.

The children are given the regular course of instruction, modified to meet their individual needs and the conditions under which the work must be done. There is a larger allotment of time given to handwork in these classes than is given in the regular classes.

The Board of Education has not undertaken work with totally blind pupils, being largely relieved of the necessity of doing this by the existence in Philadelphia of The Pennsylvania Institution for the Instruction of the Blind at Overbrook.

This work is done in conformity with the provisions of Section 1413 of the School Code. That portion of this Section which provides that the Board of Education shall be reimbursed for its expenditures for this kind of special work to the extent of one-half of the cost of instruction has never been complied with by the State. It is extremely important that this provision of the law be followed out in order that local school districts may be stimulated to carry out the law. In any budgetary consideration of the finances of the State, financial obligations of this kind, written into the law, should be regarded as fixed charges in the budget prior to the apportionment of funds for other purposes.

Prepared and read by Associate Superintendent Oliver P. Cornman in charge of Special Education and Supplementary Activities, at the hearing before the Commission in Philadelphia, July 31, 1924.

REQUIRED NUMBER OF SIGHT-SAVING CLASSES FOR PENNSYLVANIA

Cities in Pennsylvania	Population 1920 Census (General)	School Population	Based on 1 Child in 500 with Defective Vision		Based on 1 Child in 800 with Defective Vision	
			No. of Children	No. of Classes	No. of Children	No. of Classes
Philadelphia*	1,823,779	294,325	589	59	368	37
Pittsburgh	588,343	80,396	161	16	100	10
Seranton	137,788	27,124	54	5	34	3
Reading	107,784	17,775	35	3	22	2
Erie	83,272	15,342	31	3	19	2
Harrisburg	75,917	14,052	28	3	18	2
Wilkes-Barre	73,833	14,578	29	3	18	2
Allentown	73,502	13,340	27	3	17	2
Johnstown	67,327	10,762	22	2	13	1
Altoona	60,331	10,517	21	2	13	1
Chester	58,030	7,944	16	1	10	1
Lancaster	53,150	8,025	16	1	10	1
Bethlehem	50,358	9,918	20	2	12	1
York	47,512	8,354	17	2	10	1
McKeesport	46,761	9,535	19	2	12	1
New Castle	44,938	10,436	21	2	13	1
Williamsport	36,198	6,442	13	1	8	0
Easton	33,813	6,212	12	1	8	0
Norristown	32,319	5,522	11	1	7	0
Hazleton	32,277	7,299	15	1	9	0
Shenandoah	24,726	4,534	9	0	6	0
Lebanon	24,643	4,287	9	0	5	0
Wilkinsburg	24,403	4,679	9	0	6	0
Butler	23,778	5,417	11	1	7	0
Nanticoke	22,614	4,952	10	1	6	0
Pottsville	21,785	3,734	7	0	5	0
Sharon	21,747	4,449	9	0	6	0
Washington	21,480	4,817	10	1	6	0
Oil City	21,274	3,796	8	0	5	0
Shamokin	21,204	3,625	7	0	5	0
Braddock	20,879	3,235	6	0	4	0

According to the above table the total general population of these cities (31) is 3,785,883 with a total school enrollment of 625,453. Using the estimate of 1 child with seriously defective vision to every 500 in the school population there are 1,252 such children, requiring 116 classes, on the basis of 10 pupils to each class. Based on estimate of 1 child with seriously defective vision to every 800 in the school population there are 782 such children, requiring 68 classes on the basis of 10 pupils to each class. That the number of classes is not one-tenth of the number of children is due to the fact that some of these children are in districts where the number does not warrant a class.

Note:—Figures of school population furnished by W. M. Denison, Director, Bureau of Attendance, Department of Public Instruction, Commonwealth of Pennsylvania. It is not certain whether the above figures include with the elementary school population those for the continuation classes, trade schools, high school classes and evening classes. They do not include the parochial school population. This may account for an apparently larger school population in comparison with the general population in some cities.

* Dr. Oliver P. Corman, Associate Superintendent, School District of Philadelphia, Board of Public Education, reported that there are at present (July, 1924) 12 conservation of vision classes in Philadelphia with an enrolment of 156 pupils.

APPENDIX VIII

A—EDUCATION OF THE YOUTHFUL BLIND.

1. *The Pennsylvania Institution for the Instruction of the Blind*

Corporate Title—The Pennsylvania Institution for the Instruction of the Blind.

Location—Since January 1899, 64th Street and Malvern Avenue, Overbrook, Philadelphia, Pa.

History—Founded 1832. Opened 1833. Incorporated 1834.

Site and Property—The present institution property consists of four buildings: Main School Building, Kinder-

garten Building, Hospital Building now used as Senior Pupils' Cottage, and a Principal's Cottage,—all located on a tract of land now comprising about $19\frac{1}{2}$ acres. Value of buildings and grounds is estimated at \$552,672.67.

Purpose—To provide a thorough physical, manual, literary, and musical education to its pupils who are school boys and school girls who happen to be blind or to have very defective eyesight.

Capacity—Has equipment for 202 resident pupils. Enrolment school year 1923-1924, 251 pupils.

Management—Invested in a Board of Twenty-four Managers, elected annually.

Territory—Being not a state but a private institution the school is not restricted as to the territory from which it receives pupils. The present enrolment includes pupils from eight states outside of Pennsylvania, whose tuition is partially covered from public or private sources.

Maintenance—Expenses for fiscal year ended May 31, 1924, amounted to \$154,362.68. Amount applied for from Pennsylvania State Legislature of 1925, for biennium June 1, 1925, to May 31, 1927, \$206,250. (\$625 per capita for 165 pupils.)

Needs—Increase in income from State Appropriation and private funds.

Three additional cottages—one for Senior Girls, one for Senior Boys, and one for Steward.

Scholarships.

Endowment for increasing annual output of embossed books.

At the close of the fiscal year May 31, 1924, there were 18,322 books in the library.

President, Board of Managers—James P. Hutchinson, M. D.

Principal—Olin H. Burritt.

Field Officer—Liborio Delfino.

2. *Western Pennsylvania School for the Blind*

Corporate Title—Western Pennsylvania School for the Blind.

Location—Bellefield Avenue and Bayard Street, Pittsburgh, Pa.

History—Founded 1888. Opened 1890.

Site and Property—The present institution property consists of five brick buildings—Main Building, Boiler House and Laundry, Industrial and Cottage Building, Porterfield Memorial Gymnasium, and Kindergarten Cottage, all located on a tract of land comprising five and one-tenth acres. Value of buildings and grounds is estimated at \$665,000.

Purpose—To give the children of western Pennsylvania who are blind or have very defective eyesight a thorough literary, musical, industrial, and physical education. Also to improve and conserve vision whenever possible. The institution is non-sectarian.

Capacity—140 pupils.

Management—A self-perpetuating Board of nine Directors representing a Board of Corporators. The property has been provided by bequests and contributions and is held in trust by a Board of Corporators.

Territory—The 31 counties of western Pennsylvania.

Maintenance—Expenses for fiscal year ending June, 1924, amounted to \$78,212. Amount applied for from Pennsylvania State Legislature of 1925, for biennium June 1, 1925, to May 31, 1927, \$181,025 (approximately \$670 per capita for 135 pupils).

Needs—\$10,000 to thoroughly overhaul plumbing and heating installed over 30 years ago, not included in budget for 1925-1927.

At the end of the fiscal year June 1924, the school library had 3,625 volumes.

President Board of Directors—W. W. Blackburn.

Superintendent—Bradley S. Joice.

3. *Act 70-A*

AN ACT

Making an appropriation to provide the necessary expenses of blind students who are residents of the Commonwealth in attendance at institutions of higher learning.

Section 1. Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in General Assembly met and it is hereby enacted by the authority of the same: That the sum of six thousand dollars (\$6,000) or so much thereof as may be necessary is hereby specifically appropriated for the purpose of aiding students who are blind and are regularly enrolled students pursuing any course of study, profession, art, or science in any university, college, conservatory of music, normal, professional, or vocational school, approved by the State Superintendent of Public Instruction, and who are residents of the Commonwealth, in defraying their necessary expenses, including those of a reader. Said money is to be expended under the direction of the State Board of Education and shall be paid out by warrant drawn by the Auditor General upon the State Treasurer when certified by the officers of the State Board of Education.

Approved—The 12th day of July, A. D. 1923. in the sum of \$5,000. I withhold my approval from the remainder of said appropriation because of insufficient State revenue.

GIFFORD PINCHOT.

4. *State Aid for Blind Children under Eight Years of Age*

The State Council of Education is authorized, in virtue of a bill passed, May, 1913, to make provision for the education of blind children under eight years of age residing in Pennsylvania when the parents are unable to educate them properly. The Board may contract to this end with any nonsectarian institution in Pennsylvania or elsewhere, established for the education of the blind, at a cost not to exceed \$1.50

a day, the money to be paid out of the state school fund. The Act of 1913 was so amended by the Legislature of 1915 as to permit the State Council of Education to waive the age limit of eight years in such cases as seem to warrant it by reason of physical or mental defects.

The amount appropriated for the biennium 1923-1925 was \$8,000. Request has been made for \$10,000 for the biennium 1925-1927.

5. *St. Mary's Institute for the Blind*

Corporate Title—St. Mary's Institute for the Blind.

Location—Lansdale, Pa.

Purpose—The purpose of this institute is to provide the best known facilities for blind children to secure an education adapted to their needs. Children who are totally blind or those whose defective vision renders them incapable of receiving instruction by ordinary methods may be admitted upon application. It is necessary, however, that they be capable of receiving instruction by the methods used in this institute, and that they be physically and morally fit and willing to conform to school discipline. Sister-in-Charge—M. Helena.

B—TRAINING, EMPLOYMENT AND CARE OF THE ADULT BLIND

1. *The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind*

Corporate Title—The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind.

Location—617 Witherspoon Building, 1319 Walnut Street, Philadelphia, Pa.

History—Established in 1882 by an Englishman, William Moon, LL.D., blind inventor of the Moon embossed type, and his daughter Miss Adelaide E. C. Moon. First Home Teaching Society organized in America. Reorganized in 1898. Incorporated in 1901.

Property—On May 31, 1924, the Society owned 5,813 volumes of embossed books, valued at \$5,692. The Library is operated by the Free Library of Philadelphia and The Carnegie Library of Pittsburgh.

Purpose—The purpose of the Society is "the instruction of the blind in the art of reading by means of books printed in embossed or raised Moon type, or other characters, at their homes or elsewhere, and to establish and operate by itself or through the medium of others a free circulating library or libraries of books printed in said type, or other characters, for the use of the blind." The Society employs six full-time home teachers of whom five are blind.

Management—Vested in a Board of twenty-four Managers elected annually.

Maintenance—Supported by annual contributions, supplemented since 1905 by State aid which in 1924 amounted to \$5,000 a year. Amount requested from Pennsylvania State Legislature of 1925, \$12,500 a year.

President of Board of Managers—L. Webster Fox, M. D., LL. D.

Secretary—(Mrs.) Isabel W. Kennedy.

2. *Pennsylvania Working Home for Blind Men*

Corporate Title—Pennsylvania Working Home for Blind Men.

Location—3518 Lancaster Avenue, Philadelphia, Pa.

History—Founded, 1874.

Site and Property—Consists of plot of ground bounded by Lancaster Avenue, Thirty-sixth and Warren Streets, covering nearly a city block. Factory, four stories and basement, is a modern workshop of first-class brick construction. Administration building and dormitory. Valuation of plant, \$250,000.

Purpose—To provide able-bodied blind men with remunerative employment at broom-making, chair caning, mop-making, and carpet and rug weaving. Men are paid for piece work.

Home is provided for all who live outside Philadelphia and for residents of Philadelphia who need it.

Applicants for admission must be in good physical condition and residents of the state of Pennsylvania for at least one year immediately preceding admission. Applicants must be not much over 50 years of age; no discrimination for race or creed.

Capacity—Factory, 250 workmen, home department, 86. Number of beneficiaries December 31, 1924, 86 resident and 40 non-resident workmen.

Management—Vested in a self-perpetuating Board of fifteen Managers.

Territory—Applicants must be residents of Pennsylvania.

Maintenance—To provide for the expense of instruction in trades and the cost of maintenance over the \$4.00 per week paid by the inmates for board, an annual appropriation from the state of Pennsylvania of \$22,500, and from the city of Philadelphia \$17,500 has been provided for this year (1924). An appropriation of \$22,500 from the Welfare Federation has also been provided for one year. Amount requested from the Pennsylvania State Legislature of 1925 for the biennial period 1925-1927, \$22,500 per annum.

President, Board of Managers—David Milne.

Superintendent—John H. Meader.

Pennsylvania Retreat for Blind Mutes and Aged and Infirm Blind Persons

3518 Lancaster Avenue, Philadelphia, Pa.

This institution occupies dormitory in the buildings of the Pennsylvania Working Home for Blind Men and pro-

vides a permanent home for men who have become incapacitated from old age or other infirmities, after employment and residence at the Pennsylvania Working Home for Blind Men. No appropriation has been provided for this Retreat, the income being derived from the invested funds.

Population December 31, 1924, 14 men; no discrimination for race or creed.

President, Board of Managers—David Milne.

Superintendent—John H. Meader.

3. *The Pennsylvania Association for the Blind, Inc.*

Corporate Title—The Pennsylvania Association for the Blind, Inc.

Location—Headquarters, 434 and 436 Second Avenue, Pittsburgh, Pa.

History—Founded 1910. Incorporated 1912.

Site and Property—Conducted in owned building.

Purpose—The purposes of the Association are generally to promote the interests of the blind and to prevent unnecessary blindness, but more particularly to employ blind men and women in shops or at their homes or in places of business with persons of sight; to give or secure aid for the poor, aged, and infirm blind who are not capable of learning a trade; to arouse the public to a clearer appreciation of the capabilities of the blind; and to act as a bureau of information and industrial aid.

Management—By a board of Directors elected annually.

Territory—In addition to the department in Pittsburgh there are branches in Wilkes-Barre, Scranton and Harrisburg, and an affiliation with The Pennsylvania Institution for the Instruction of the Blind in Philadelphia whose Field Officer works in co-operation with the Pennsylvania Association for the Blind.

Maintenance—Receives \$20,000 annually from the City of Pittsburgh for maintenance of the Pittsburgh Workshop for the Blind; \$5,000 annually from the State of Pennsylvania for maintenance.

President, Board of Directors—James McA. Duncan.

Executive Secretary—H. Randolph Latimer.

4. *Salesroom and Exchange for the Blind, The Pennsylvania Institution for the Instruction of the Blind.*

History—Opened 1910.

Location—1305 Locust Street, Philadelphia, Pa. Co-operates with the Pennsylvania Association for the Blind.

Purpose—To help the blind to sell their goods, to take orders for their work, to keep samples of it constantly on display before the public, to furnish supplies used by the blind, and to serve as a bureau of information in matters pertaining to the blind. Orders are taken for piano tuning, chair-caning, knitting, rag carpet and rugs, weaving, brooms, basketry, etc.

In this same building are housed the books of the Department for the Blind of the Free Library of Philadelphia, and of the Pennsylvania Home Teaching Society and Free Circulating Library for the Blind.

Management—Supported and carried on by The Pennsylvania Institution for the Instruction of the Blind.
Field Officer and Manager—Liborio Delfino.

5. *Bureau of Rehabilitation in the Department of Labor and Industry.*

The term "physically handicapped person" or "persons", wherever used in this Act, shall mean any resident or residents of the Commonwealth of Pennsylvania where capacity to earn a living is in any way destroyed or impaired through industrial accident occurring in the Commonwealth.

It shall be the duty of the Chief of the Bureau of Rehabilitation to direct, as hereinafter provided, the rehabilitation of any physically handicapped person; provided, That said duty of the Chief of the Bureau shall not be construed to apply to aged or helpless persons requiring permanent custodial care, or to blind or deaf persons under the care of any State or semi-State institution.—(This proviso has been interpreted by the Bureau to mean that this Bureau could not be of assistance to blind persons already being cared for by State institutions.)

The Chief of the Bureau of Rehabilitation shall have power with the approval of Commissioner:

To arrange with any educational institution for training courses in selected occupations for physically handicapped persons registered with the chief of the bureau.

To arrange with any public or private organization or commercial, industrial, or agricultural establishment, for training courses in selected occupations for physically handicapped persons registered with the chief of the bureau.

To provide maintenance costs during the prescribed period of training for physically handicapped persons registered with the chief of the bureau: Providing, That when the payment of maintenance costs is authorized by the chief of the bureau, with the approval of the Governor, it shall not exceed fifteen dollars (\$15.00) per week, and the period during which it is paid shall not exceed twenty weeks, unless an extension of time is granted by the commissioner.

The number of persons having defective vision in both eyes, registered with the Bureau for rehabilitation from June 1, 1920, to December 1, 1924, is 128.

Department of Labor and Industry—Richard H. Lansburgh, Secretary.

Bureau of Rehabilitation—S. S. Riddle, Chief.

6. *Pennsylvania Industrial Home for Blind Women*

Corporate Title—Pennsylvania Industrial Home for Blind Women.

Location—3827 Powelton Avenue, Philadelphia, Pa.

History—Founded 1868.

Site and Property—Has small lot at corner of Saunders and Powelton Avenue. Valuation \$89,000.

Purpose—"To give a home to those blind women for whom no other provision has been made." Receives white women of good moral character, of sound physical health, without regard to religious faith. Prefers not to admit women over 50 years of age. All able-bodied inmates work five hours a day at various forms of fancy work, re-seating chairs, or weaving rag rugs. Inmates who become aged and infirm are cared for by the Home.

Capacity—Upon completion of reconstruction now under way, 50.

Management—By a self-perpetuating Board of thirty-six women Managers.

Territory—Applicants from other states have been taken, but preference is given to residents of Pennsylvania.

Maintenance—Supported by income from endowments and private subscriptions. Receives no state or city aid. Expenses for fiscal year ended January 11, 1924, \$25,000.

Needs—Now at work remodeling old buildings, hope to have it finished by May or June, 1925. Friends of the institution will be asked to finish paying for this work as the building fund is not adequate.

President, Board of Managers—Helen H. Winsted.

Matron—Clara V. Crewe.

7. *Chapin Memorial Home for Aged Blind*

Corporate Title—Chapin Memorial Home for Aged Blind.

Location—6713 Woodland Avenue, Philadelphia, Pa.

History—Founded 1906. Incorporated 1909. Valuation of plant \$35,000. Capacity—26 (21 women, 5 men).

Applicants may be of either sex, from Pennsylvania, New Jersey and Delaware, on equal terms, and elsewhere if there are vacancies. Applicants to be at least 65 years of age (consideration given to special cases under 65 years) and in good mental and physical condition. Admission fee for applicants between the ages of 65 and 75 years, \$500; for those 75 years of age or older, \$300. Supported entirely by donations and the income from an endowment fund which amounts to \$153,200 and \$26,000 other funds and property. Receives no state aid.

This Home was founded by twelve former pupils of The Pennsylvania Institution for the Instruction of the Blind, because aged blind persons were excluded from all non-sectarian homes for the aged as well as from nearly all sectarian homes.

President, Board of Trustees—John Cadwalader..

Superintendent—(Mrs.) Agnes B. Reybold.

Secretary—William H. Woodward.

8. *The Blind Relief Fund of Philadelphia*

Headquarters—617 Witherspoon Building, 1319 Walnut Street, Philadelphia, Pa.

Founded 1909 by the late Robert C. Moon, M. D., and Mrs. Isabel W. Kennedy.

The purpose of the fund is to give coal, groceries, clothing, and occasional financial aid to the needy blind, and to provide an annual outing for them.

A Friendly Visitor is employed part time. There are no overhead expenses; no city or state aid is received, but the fund is secured from voluntary contributions which, together with the income from an Endowment Fund (\$40,550), a concert, etc., amounted during the fiscal year ended April 7, 1924, to \$6,010.70. Disbursements \$5,958.44.

Treasurer—L. Webster Fox, M. D., LL. D.

Secretary and Trustee—(Mrs.) Isabel W. Kennedy.

9. *Friedlander Union*

Corporate Title—Friedlander Union.

Headquarters Address—Board meets at 1305 Locust Street, Philadelphia, Pa.

Date Founded—1871.

Purpose—Mutual sick and death, beneficial organization.

Sick benefits—\$5 per week for 8 weeks in succession and for not more than 13 weeks in a year.

Death benefits—\$100.

Those eligible for membership—Blind persons over 18 years of age residing in Pennsylvania, New Jersey and Delaware, whose ability and character are such as to warrant the hope that they will be self-supporting.

Membership—At the close of the fiscal year ended May 6, 1924.

Active members112

Life and Contributing Members... 33

How Supported—Self-supporting.

Management—Executive Board elected annually.

President—Frank Williams, 5207 Locust Street, Philadelphia, Pa.

First Vice President—(Miss) Edith Manning.

Second Vice President—(Mrs.) J. Kline.

Treasurer—Stanley P. Shugert.

Secretary—(Miss) Gertrude S. Treloar.

C—EMBOSSSED LITERATURE FOR THE BLIND

1. *The Free Library of Philadelphia, Department for the Blind*

Title—The Free Library of Philadelphia, Department for the Blind.

Location—1305 Locust Street, Philadelphia, Pa.

Number of titles 1,485. On December 31, 1924, there were in actual use 7,831 accessioned volumes of which 5,980 belong to The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind. During the year, 1924, 36,521 books were distributed by the Department for the Blind.

Since the Free Library of Philadelphia began the circulation of embossed books in the fall of 1898 and opened a special department for the blind on April 1, 1899, the names of 3,709 borrowers have been registered.

Besides books purchased for the use of borrowers within the city limits, The Free Library of Philadelphia also administers the library of The Pennsylvania Home Teaching Society and Free Circulating Library for the Blind, whose books may be sent to borrowers throughout Pennsylvania and in other states where there is no nearer supply of embossed literature.

Books are loaned free of charge and are sent and returned by mail free of postage.

During 1924 the names of 61 new borrowers were added; of these 40 reside in Philadelphia, 14 in Pennsylvania, and 7 in other states. The 763 active borrowers during the year resided as follows: 382 in Philadelphia, 264 in Pennsylvania, 147 in other states.

Chief of the Department for the Blind—(Mrs.) Emma R. N. Delfino.

2. *Carnegie Library of Pittsburgh, Department for the Blind*

Title—Carnegie Library of Pittsburgh, Department for the Blind.

Number of volumes—4,719. Number of titles—1,742.

Books are circulated through western Pennsylvania.

Ink print catalog, 10c; Braille and Moon lists loaned to readers.

The 1,300 Moon books belong to The Pennsylvania Home Teaching Society; they are loaned to the library by the Society and circulated according to the rules of the library. These are included in the above numbers.

Librarian—Mary G. Hastings.

3. *American Bible Society.*

Corporate Title—American Bible Society.

Location—Atlantic Agency (Pennsylvania, New Jersey, Delaware), 701 Walnut Street, Philadelphia, Pa.

History—Founded 1816.

Pennsylvania Bible Society organized 1808.

Sub-agencies of American Bible Society in Pittsburgh, Scranton and Wilkes-Barre.

Purpose—One of the objects of the Society is to furnish copies of the Bible to the blind in embossed types, either entirely free or at a nominal charge. Under the law of 1924 any embossed Bible donated goes free in the mails. The Braille edition when sold at or below cost is delivered anywhere in the United States for about \$1.20, and the Moon edition for \$2.10.

Maintenance—Funds contributed for work among the blind.

Agency Secretary—Frank P. Parkin, D. D., 701 Walnut Street, Philadelphia, Pa.

4. *The Society for Promotion of Church Work among the Blind*

Location—225 S. Third Street, Philadelphia, Pa.

History—Organized in Philadelphia in 1903.

An Episcopalian Society receiving an annual appropriation from the Diocese of Pennsylvania. It has defrayed the expenses of embossing parts of the Book of Common Prayer, Words and Music of the Hymnal in Braille, Holy Communion in Moon. Co-operates with churches, missionary societies, etc. Employs a blind visitor and teacher. Also furnishes guides for those unable otherwise to attend church.

President—John Cadwalader.

Vice-President and Treasurer—William H. Jefferys, M. D.

Secretary—(Miss) Lillie Rendell.

D—OTHER ORGANIZATIONS WHOSE WORK TOUCHES THE BLIND

Bryn Mawr College Christian Association, Social Service Committee—Readers to students at The Pennsylvania Institution for the Instruction of the Blind attending institutions of higher learning.

National Council of Jewish Women, Philadelphia Section, Committee on the Blind—Readers to students at The Pennsylvania Institution for the Instruction of the Blind attending institutions of higher learning.

Jessie Royer-Greaves School for Blind.

American Red Cross—Braille Classes and Transcribers.

The Junior League of Philadelphia—Committee on Work for the Blind

Braille Prevention Home Work Visiting
The Braille Transcribing Society, Pittsburgh.
Society for Providing Evangelical Religious Literature for the Blind.

The Philadelphia Bible Society—Provides blind visitor and distributes the Bible in embossed types.

Protestant Episcopal Diocese of Pennsylvania, The Church House, Commission of Church Work among the Blind.

Board of Inner Missions of the Evangelical Lutheran Ministerium of Pennsylvania—Publish Lutheran Catechism in embossed form and care for dependent, neglected children of the Lutheran Church.

International Federation of Catholic Alumnae—Transcribe Xavier Publications into embossed type, etc.

State Federation of Pennsylvania Women—Committees on the Blind in 54 Clubs.

Pocahontas Women's Club of Pittsburgh—A club of seeing people working for the blind.

The Pittsburgh Club for Blind Men.

The Progressive Blind Women's Club of Western Pennsylvania.

United States Veterans' Bureau—Bureau of Rehabilitation—Responsible for training, placement and follow-up of men blinded in the World War.

Wills Hospital—Under the terms of the founder's will designed for the indigent only. Usually granted appropriation at each biennial session of the State Legislature. Appropriation Act 136-A of the General Assembly of 1923 made an appropriation of \$43,000 "to the Wills Hospital for the relief of the Indigent Blind and Lame, Philadelphia, Pa."

APPENDIX IX

THE PUBLIC SERVICE COMMISSION of the COMMONWEALTH OF PENNSYLVANIA

ADMINISTRATIVE RULING NO. 4

IN THE MATTER OF

The Granting of Free Transportation to Charitable Organizations
Decided August 5th, 1914.

BY THE COMMISSION:

The Commission has been requested to express its opinion upon the question whether a railroad company, street railway company, or other transportation company, may lawfully grant free passes to charitable organizations.

As we have heretofore had occasion to point out, in connection with similar questions relative to the subject of free transportation, the Constitution of the Commonwealth in Article XVII, Section 8, expressly provides, that:

"No railroad, railway or other transportation company shall grant free passes, or passes at a discount, to any person except officers or employees of the company."

So long as this prohibition remains as it now stands in the Constitution, the Commission is powerless to hold that free transportation may be issued to a charitable organization for charitable purposes, how ever much we might otherwise be in accord with a public policy which would permit of such free transportation in this class of cases.

A. B. MILLAR,
Secretary.

